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Report
On
WHOLESALE MARKET FACILITIES
For
GREATER BALTIMORE AREA

MARYLAND STATE PLANNING COMMISSION
OCTOBER 1, 1948

MARYLAND STATE PLANNING COMMISSION PUBLICATION No. 55

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October 1, 1948

TO: The Governor of Maryland
Mayor and City Council of Baltimore
Legislative Council

GENTLEMEN:

Pursuant to Joint Resolution No. 12 of the 1947 General Assembly, I take pleasure in transmitting herewith for your consideration the Commission's "Report on Wholesale Market Facilities for Greater Baltimore Area."

This comprehensive study was conducted by the Commission through its Committee on Wholesale Market Facilities for Greater Baltimore, under the leadership of Paul L. Holland, Chairman. Valuable assistance was furnished by the Marketing Facilities Branch of the United States Department of Agriculture. The report of the Committee, which was unanimously approved by the Commission on September 9th, gives evidence of the serious consideration that has been directed to the many inherent problems and the practical thinking that has resulted in the proposal of a unified market for the wholesale produce industry.

Although previous studies of the Baltimore markets have been made, it is noteworthy that each fell short of providing an over-all acceptable plan for improvements. Therefore, the Commission has studied the problem in its entirety and has found what it believes to be a feasible and profitable solution for all interests concerned.

It is the Commission's hope that the recommendations contained herein will receive favorable consideration and that impetus will thereby be given to the erection of a new and efficient wholesale market for the Baltimore area in the not-too-distant future.

Respectfully submitted,

Chairman



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August 27, 1948

MR. HENRY P. IRR, *Chairman*
Maryland State Planning Commission
100 Equitable Building
Baltimore 2, Maryland

DEAR MR. IRR:

I have the honor to transmit herewith the Report of the Committee on Wholesale Market Facilities for Greater Baltimore, prepared in accordance with your letter of January 9, 1948.

The Committee has been able, with the wholehearted cooperation of various City, State, and Federal agencies and members of the produce industry, to complete a factual study of the greater part of the wholesale market for perishable produce in Baltimore. While it was not possible, in the limited time available, to cover every segment of the industry, the fruit, vegetable, poultry, and egg industries which were covered completely comprise over three quarters of the total volume handled by the entire market. Although a detailed study of the remaining portion undoubtedly would be desirable, it would not appear that such a study would change, in any fundamental way, the conclusions and recommendations of this Committee.

These conclusions and recommendations, as stated herein, have the unanimous approval of this Committee. They deserve careful consideration by your Commission, the State Administration, the Legislature, the City Administration, and the public. We trust that they will bear such scrutiny and will be translated into action.

The support of the work of the Committee by your Commission and its staff is gratefully acknowledged.

Very truly yours,

*Chairman, Committee on Wholesale
Market Facilities for Greater Baltimore*



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Director

January 9, 1948

MR. PAUL L. HOLLAND
c/o Public Service Commission
1701 Munsey Building
Baltimore 2, Maryland

DEAR MR. HOLLAND:

In behalf of the Commission, I wish to extend to you an invitation to serve as Chairman of the State Planning Commission's "Committee on Wholesale Market Facilities for Greater Baltimore."

As you recall, the 1947 General Assembly, under Joint Resolution No. 12, requested the State Planning Commission to make a complete study of the streets and roads used for bringing farm products into Baltimore City, the origin of these products, and the marketing facilities themselves. The Commission is duty bound to submit its report and recommendations, together with any proposed legislation, to the Governor, the Mayor and City Council of Baltimore, and the Legislative Council on or before October 1, 1948. The Commission hereby delegates the responsibility of the study to its Committee on Wholesale Market Facilities for Greater Baltimore and requests that the final report of the Committee be placed in the hands of the Commission on or before July 1, 1948.

The aim of the Committee should be to work out a program to provide modern and economical wholesale marketing facilities for Greater Baltimore. It is desirable that Baltimore keep up with the market improvements of other eastern cities in order to maintain its position as a regional distribution center of produce. Previous studies of the market facilities in Baltimore have failed to provide an acceptable plan for improvements. It is hoped that a satisfactory solution may be found by restudying the problem in its entirety. The following assignments should serve as a basis for the Committee's investigation:

1. To examine the modes of transporting produce to and from the markets, the routes traveled, and the volume and variety of produce brought to Baltimore City markets.
2. To study the location, facilities, and management of the existing wholesale markets, and to evaluate the adequacy of these in terms of present and projected needs.

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3. To consider the advisability of maintaining one or several markets, since dissatisfaction has been voiced that a "split market" raises the cost of marketing and distribution.
4. If deficiencies of location and facilities are fully established, to investigate available market sites, submit plans for improvement and/or construction of facilities on each desirable site, and estimate the costs involved.
5. To recommend one or more proposals of financing the proposed plans, giving due consideration to the interest of all groups affected.
6. To draw up legislation, if needed, to effectuate the entire program or programs recommended.

Your acknowledgment of this letter will be appreciated.

Sincerely yours,

A handwritten signature in cursive script, reading "Henry P. Irr".

Chairman

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Credits

Arthur J. Kelsey: Figures 1, 2, 3, 4, 5, 6, 7, 8, 16, 17, 18, 19, and 20.

Marketing Facilities Branch, Production and Marketing Administration, U. S. Department of Agriculture: Figures 9, 10, 11, 12, 13, 14, and 15 and complete set of photographs.

Baltimore City Planning Commission: Base maps for Figures 19 and 20.

State Roads Commission: Base map for Figure 8.

ACKNOWLEDGMENTS

In presenting this report to the Governor, the Mayor and City Council of Baltimore, and the Legislative Council, the Commission gratefully acknowledges the valuable contributions made by each member of its Committee on Wholesale Market Facilities for Greater Baltimore. Under their guidance a comprehensive survey of the Baltimore wholesale markets was conducted and serious consideration given to the requirements for a modern and economic market for the metropolitan area.

The Committee received invaluable assistance from W. C. Crow, Director of the Marketing Facilities Branch, Production and Marketing Administration, U. S. Department of Agriculture, who made available the services of C. J. Otten, S. D. Clark, F. L. Faber, A. L. Owen, and A. B. Lowstuter, of his staff, to undertake the survey of the wholesale produce market of Baltimore. These men were responsible for interviews with the fruit, vegetable, poultry, egg, meat, dairy, and related products dealers. They also prepared the analysis of the development of the present wholesale market, its volume, distribution area, description of facilities now used, its defects, and the recommended kind and size of market needed, provided a scale model layout of same and an estimate of what such a market would cost, how it could be liquidated, and the possible savings that might be realized by the development of a new market to serve Baltimore. All of these data were presented to the Committee in writing and were used as a basis for this report.

Noteworthy contributions of data and advice were also made by the Baltimore City Planning Commission, Maryland State Roads Commission, Department of Agricultural Economics and Extension Service of the University of Maryland, Market News Service, and various divisions of the U. S. Department of Agriculture. In addition to these services, the Baltimore Association of Commerce made available its assembly rooms for the Committee's public meetings.

While it is not possible to mention every agency and individual contributing to the successful culmination of the survey, the Commission wishes to acknowledge their help generally and to thank particularly the members of the wholesale produce industry and others who supplied the basic information upon which the recommendations of the report are founded.

A final acknowledgment is due to Arthur J. Kelsey, Architect and Planning Consultant, who served as Consultant to the Committee on Wholesale Market Facilities for Greater Baltimore. His preparation of charts and exhibit material and his effective coordination of the survey and final report merit special commendation.

There is no doubt that without the cooperation and assistance of all the groups and individuals mentioned above this report could not have been so comprehensive an examination of the Baltimore wholesale market.

FOREWORD

In assembling the data and other information on which this report is based, over 500 interviews were conducted with wholesale produce dealers, farmers, buyers, and with representatives of many City, State, and Federal agencies. In addition to specific information, each person interviewed was asked to give freely his opinion as to the defects in the existing markets, the need for improvement, and the form such improvement should take. The fruit, vegetable, poultry, and egg industries have been completely covered; the meat industry has been partly covered. For the sake of clarity and to avoid disclosure of confidential information, all data have been summarized and figures rounded.

Besides the tremendous mass of factual data assembled specifically for this report, data developed in previous studies and by other organizations investigating this problem have been given full and careful consideration.

Before final conclusions were reached, a general meeting and four special meetings for fruit and vegetable, farmer, railroad, poultry, egg, and meat groups were held to acquaint those interested in the market with the data assembled by the U. S. Department of Agriculture and the Committee and with their preliminary findings and conclusions. The views and suggestions of those attending these meetings have been taken into consideration in preparing this report.

Every effort has been made to cover conclusively and fairly all aspects of the complex wholesale marketing problem in Baltimore. The results of these efforts and the conclusions and recommendations based on them are embodied in the report.

SUMMARY OF REPORT

In 1947, 45,000 carlot equivalents of fruits, vegetables, poultry, and eggs, worth over 100 million dollars, were distributed through the six segments of the Baltimore wholesale market, in addition to some 13,000 carlots of dairy products, meat, and meat products. One million and a half to two million people within a 100 mile-radius of Baltimore depend on this market for their supplies of these essential foods. The complexity of this market, its problems, and its inadequacies are attested by the numerous surveys and proposals for improvement made during the past twenty years.

The multiplicity of markets in Baltimore causes much extra hauling and handling. This, together with obsolete and inefficient facilities located in areas of heavy traffic congestion, results in unnecessary costs which are detrimental to dealer, producer, and consumer alike.

Four of the six segments of the market could be combined into a single consolidated market. Such a market should be open to all on an equal basis; it should have adequate area for present needs and future expansion; it should have direct access to main highways, railroads, and the major street system of the city; its cost should be economic for market purposes.

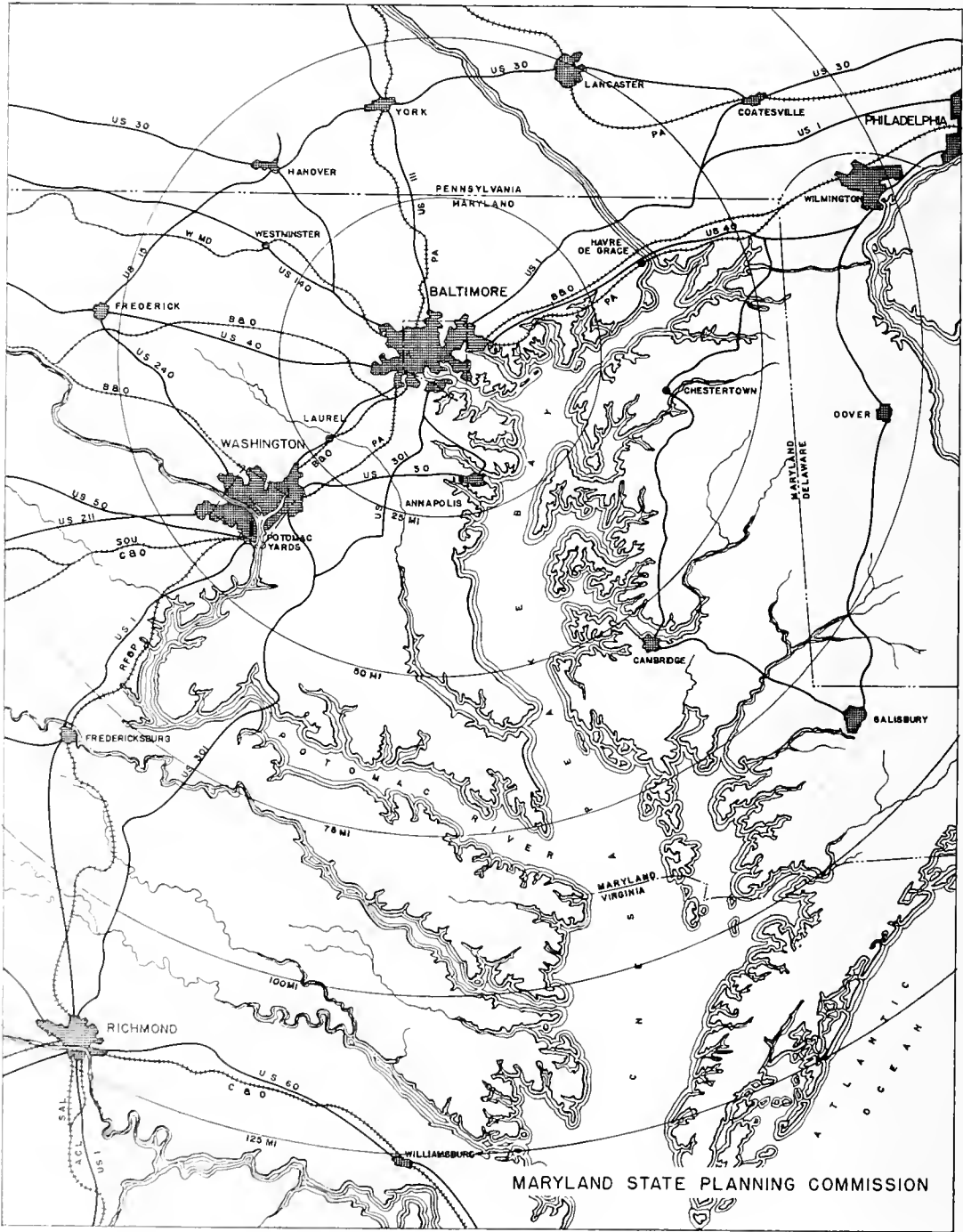
A new consolidated market would require a minimum area of 84 acres. Even if desirable, such an area could not be secured in the congested center of the City without serious interference with other City functions. In addition, the high cost of land in the center of the City would impose an unnecessary burden on the market, on those operating in it, and on the consumer.

Two locations outside of the congested, high-cost center of the City offer sites meeting the requirements for a new consolidated market at a cost economic for market purposes. Cost estimates show that the wholesale produce industry could support such a market without subsidy from City, State, or Federal governments. Estimates of possible savings show that they would be sufficient to pay for such a market in less than eight years.

A new consolidated market should be built and operated by a nonprofit corporation, such as a Baltimore Wholesale Market Authority. Its Board of Directors should be composed of representatives of all groups interested in the market. The market should be financed by long-term revenue or mortgage bonds.

The problem of other uses for the existing market areas is an important one but it does not appear to be insoluble.

FIGURE I
BALTIMORE REGIONAL MAP



PART I - THE EXISTING MARKET

History of the Market

Early Markets

In 1773, twenty-four years before Baltimore was incorporated, Center Market was built on Harrison's Marsh to serve the growing city as a public market place for food brought in by boat from rural areas. Eleven years later Hanover Market was built, also as a public market and also near the "public landing." Both of these market places are still in use, essentially unchanged, after 175 years.

Although these markets were built originally as retail markets (Hanover Market is still carried as such on the City records), it was inevitable, located as they were, that a wholesale trade should develop in and around them. This was particularly true of the Hanover Market area, after the advent of the railroad, because of its proximity to the Camden Station of the B. & O. Railroad. About 1870 the lower half of Center Market, or Marsh Market as it came to be called, was officially turned over to wholesale trade and became the center for the sale of produce from near-by places. The Camden area specialized to a large extent in commodities shipped in from distant points. Both areas were well established as centers of the wholesale produce trade over a century ago; some firms established at that time are still doing business in the market today.

Growth of the City

The development of these markets in the center of the City near the waterfront was not accidental. Before the railroad, waterways were the chief means of trade with distant areas. Even after the railroad had begun to supplant the ship, the size of the City was limited by the radius a horse and wagon could cover in a day. It was not until the coming of the automobile that distance began to lose its significance and the great geographical expansion of the City took place.

In the hundred years of the 19th century, Baltimore grew from an area of less than 15 square miles to 32 square miles, and from a population of 26,000 to 500,000. But in the period from 1900 to 1947, it grew into a metropolitan district of 625 square miles; it increased in area 20 times, while its population only doubled. Commerce and industry expanded with the expanding City; City services increased to serve the growing population, and Baltimore became one of the great cities of the country with most of the advantages and, needless to say, some of the disadvantages of all large cities.

Growth of the Markets

The volume of produce needed to feed this tremendously expanded City increased proportionately even more than the increase in population. The development of refrigerator cars made it possible to transport and distribute perishables from distant producing areas throughout the entire year. Availability, together with improved dietary standards, increased per capita consumption of fruits and vegetables alone several times between 1900 and 1947.

The facilities necessary to distribute this vastly enlarged volume of produce necessarily had to expand also. Some of the expansion was accomplished by taking over additional buildings in the Camden area for market purposes. It was obvious, however, that this alone could not solve the problem, and in the late twenties a tentative plan for consolidation of the markets in cooperation with the B. & O. and Pennsylvania railroads was proposed by a committee of the trade. The Pennsylvania Railroad, however, refused to participate, and the plan was dropped. Shortly afterwards the two railroads built separate produce terminals, the B. & O. next to Camden Station, and the Pennsylvania next to Mt. Royal Terrace, north of North Avenue.

The growth of the chain-store system took care of an additional portion of the necessary expansion. Serviced by their own organizations, which bought direct from producers as well as from dealers in the market, the chain-store warehouses became, in effect, separate segments of the wholesale market.

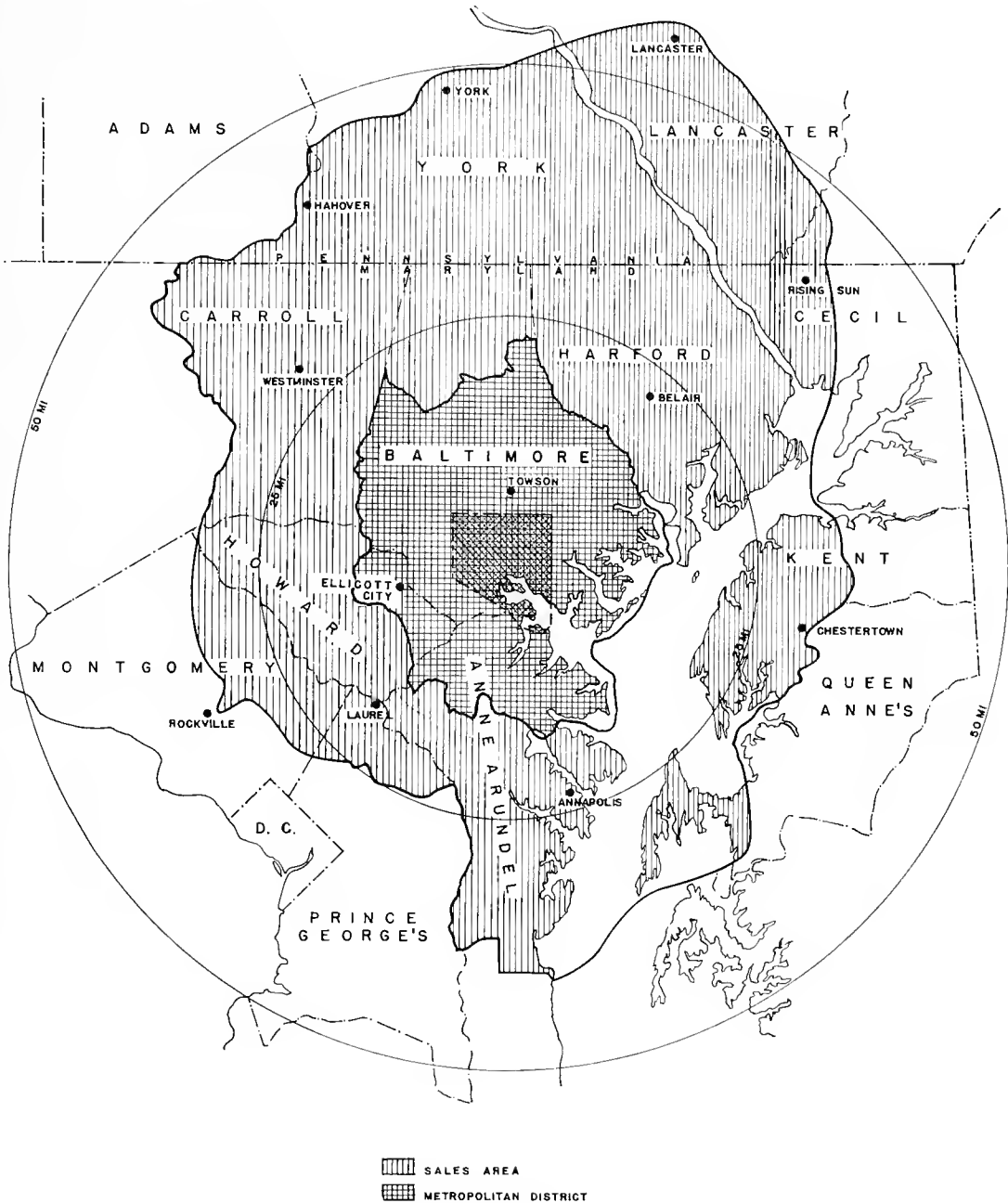
Present Markets

Thus, there is in Baltimore not a single market, but a multiple market split into segments, separate and distinct, though dependent one upon the other.

1. The boat piers on Pratt Street, once the principal receiving point, are now used almost exclusively for the handling of bananas, of which less than one tenth is distributed in the Baltimore area.
2. Marsh Market serves local producers and merchant truckers through a brokerage system probably unique in the country. Immediately north of Marsh Market itself, and an integral part of the market area, is the Wholesale Fish Market. Wholesale produce dealers, unable to find space in the Camden area, are infiltrating into the west side of Market Place, splitting this market into subsegments. All produce handled by this market is received and distributed by truck.
3. The Camden area is the major wholesale market. It handles the largest volume and in it can be found a more nearly complete line of produce than in any other wholesale market in the City. Although a large volume of produce is shipped by rail to dealers in this market, no stores have rail connections, and all produce is received and distributed by truck. This area is also a center for wholesale firms dealing in poultry, eggs, meats, dairy products, spices, and staple groceries.
4. The B. & O. Produce Terminal, opened in 1930, handles mostly fruits received by rail. It also includes an auction. It is not open to truck receipts.
5. The Pennsylvania Produce Terminal, opened in 1931, handles mostly vegetables received by rail. It is not open to truck receipts.
6. There are three principal chain-store warehouses in Baltimore. These warehouses receive produce both by rail and by truck direct from producers, and, in addition, receive some of their supplies from other markets. A fourth chain is serviced from its warehouse in Philadelphia, and a few small chains, each serving two or three stores, procure supplies from dealers in the markets.

FIGURE 2

BALTIMORE METROPOLITAN DISTRICT AND SALES AREA



MARYLAND STATE PLANNING COMMISSION

Importance of the Baltimore Wholesale Market

The Baltimore wholesale market is essentially a regional market, important not only to the City of Baltimore, but also to the people in an area far larger even than the metropolitan district. It is of national importance in that it receives and distributes perishables produced in almost every state and several foreign countries. It is an essential link between producer and consumer; it is an essential part of the economy of the City, State, and Nation.

Volume

In 1947 approximately 41,000 carlot equivalents of fresh fruits and vegetables and 3,850 carlot equivalents of poultry and eggs, worth over 100 million dollars, were received and distributed through this market, in addition to some 3,000 cars of dairy products and 10,000 cars of meat and meat products. Every working day an average of nearly 200 carlots are unloaded, sold, assembled, reloaded, and distributed by 175 dealers with 1,000 employees to some 3,000 retail groceries, hotels, restaurants, institutions, ships, ship chandlers, and other outlets.

Distribution Area

One million and a half people in the 4,000 square miles of the Baltimore sales area depend on this market for their supplies of these essential foods. Another half million, in an area bounded by Washington, D. C.; Cumberland, Maryland; Harrisburg, Pennsylvania; and Cambridge, Maryland, are dependent on this market for at least a part of their supplies. In addition, the Baltimore market at times services points as far south as Florida, north to Canada, east to Boston, and west to Chicago. Some of the shipments to these more distant points are by diversion, but the bulk is by consolidation of straight and mixed cars for movement by truck or rail.

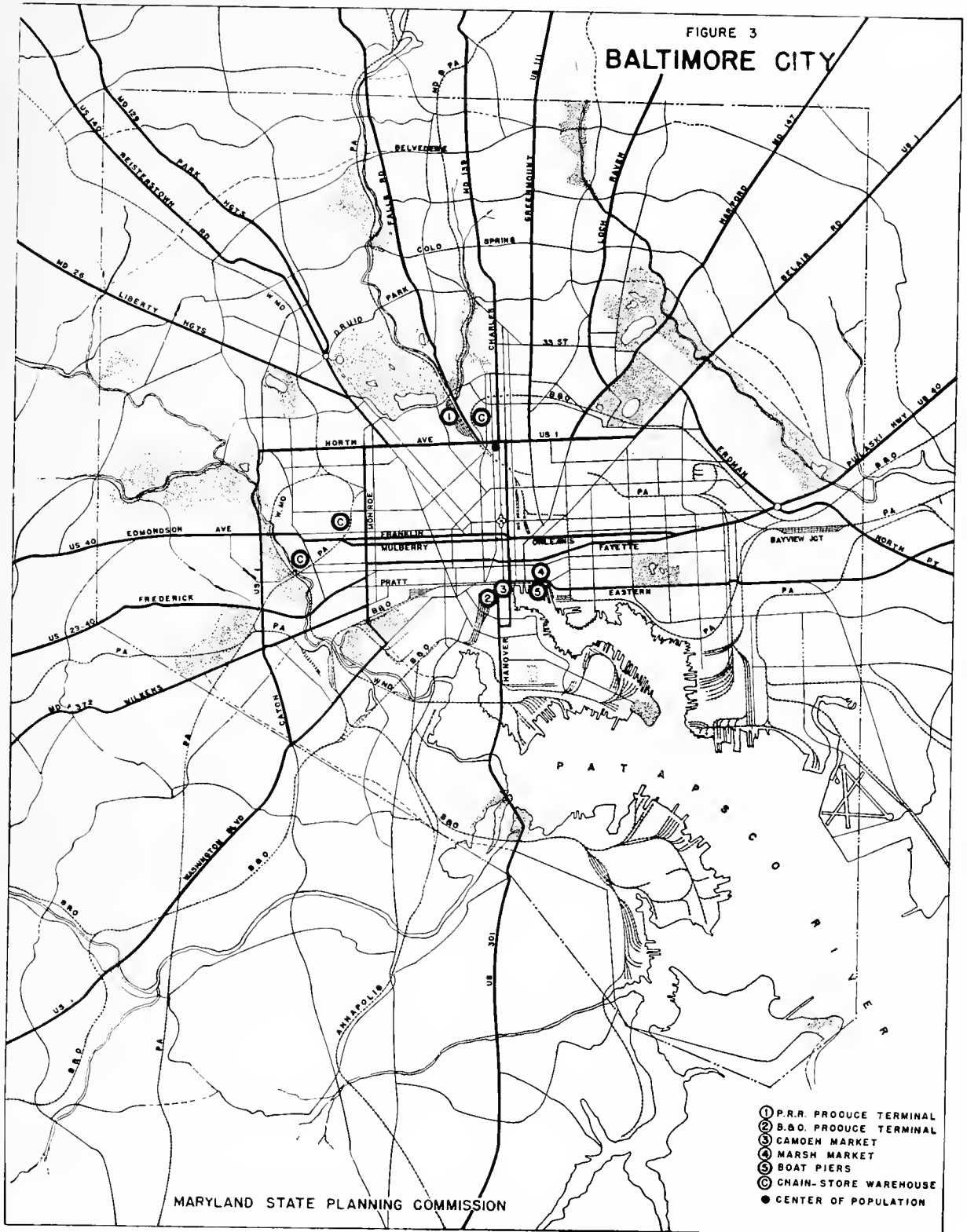
Location

Because of the mountain barriers to the west, nearly all of the produce shipped by truck or rail from the producing areas of the south to the great consuming centers of the northeast must funnel through Baltimore. Highway U. S. 1 carries trucks from the southern tip of Florida to the State of Maine. In Potomac Yards, one of the largest produce yards in the country, 40 miles south of Baltimore, rail shipments from the south are reassembled and transferred to northern lines. From north, east, and west, the B. & O. and Pennsylvania main lines bring produce to Baltimore by rail; U. S. 40 and other main highways bring it by truck.

Of the large eastern cities (Baltimore, Philadelphia, New York, Boston) Baltimore is the first major market for produce from the south and for produce shipped by the B. & O. from the west. From points as far west as St. Louis, shipments on the Pennsylvania may be routed through Baltimore on their way to other markets. Thus, its location gives Baltimore an advantage in the availability of produce and an opportunity to avoid both shortages and gluts. It makes Baltimore a good place to develop and maintain a modern efficient wholesale produce marketing system.

Description of the Market

In many cities the wholesale market, as in Baltimore, is split into two or more segments. But few cities have the number of receiving points, each doing a specialized



PRATT STREET PRODUCE PIERS



kind of business, that make up the market in Baltimore. Knowledge of the operation of each segment is essential to an understanding of the operation of the market as a whole.

Boat Piers

The Pratt Street piers, once an important receiving point for all kinds of produce, have declined with the changes in methods of transportation and handling of perishables. Today the principal produce received by boat is bananas, mainly for reshipment to other markets. Of approximately 12,000 carlot equivalents of bananas received by boat in 1947, only 1,200 were sold for distribution in Baltimore. Occasionally some potatoes, watermelons, or citrus fruits are brought in by boat, but these are not a significant part of the total volume; about 400 carlot equivalents of these commodities were received by boat in 1947.

Two steamship lines bringing in bananas and fruits lease space on the municipal piers. Tramp steamers bring in small quantities of other produce. A siding of the Municipal Harbor Railroad serves the piers, and receipts are loaded directly from the ship into refrigerated cars or trucks. The facilities are modern and efficient. Pratt Street, which serves the piers, is 95 feet wide at this point. It carries one of the heaviest volumes of traffic in the City in addition to a city bus line, interstate busses, and two rail lines. Because of this traffic congestion and the limited space around the docks, no parking space is available.

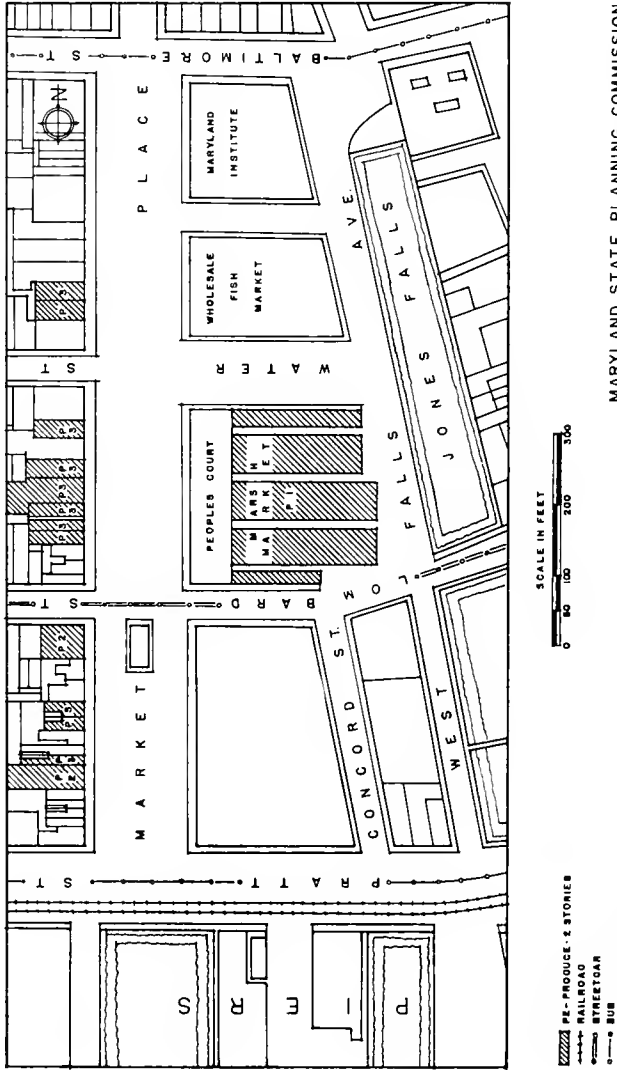
Marsh Market

When Marsh Market was rebuilt in 1907, there were less than 5,000 automobiles registered in Baltimore. Few people at that time foresaw the development of the motor age, and it is not too surprising that the new market was built to accommodate only the existing means of transportation without adequate provision for future changes. North of Marsh Market was built the Wholesale Fish Market, and beyond that, the Maryland Institute. All of these faced on Market Place which was used as a public street, and which, at the peak of the season, was also used for the overflow of farmers who could not find space under the sheds.

With the exception of Market Place, which is 122 feet wide, and Water Street, which is 85 feet between the Marsh Market sheds and the Fish Market, the streets surrounding Marsh Market are narrow and congested. Lombard Street is 44 feet wide and carries a streetcar line; Baltimore Street is 40 feet wide and carries a bus line; West Falls Avenue is 34 feet wide, and Water Street, west of Market Place, is only 30 feet wide. Pratt Street, which is 95 feet wide, carries two railroad tracks, a city bus line, interstate busses, and one of the heaviest volumes of traffic in the City. In the Marsh Market area, parking space is principally in the center and on the sides of Market Place. Parking at the curb on Market Place and on adjacent streets is limited. No parking lot or other provision is made for vehicles coming to the market. Parking beneath the farmers' and truckers' sheds is not permitted; but in spite of this, many people coming to the courts in the Market Building use this space for parking, and apparently it is impossible to stop this practice.

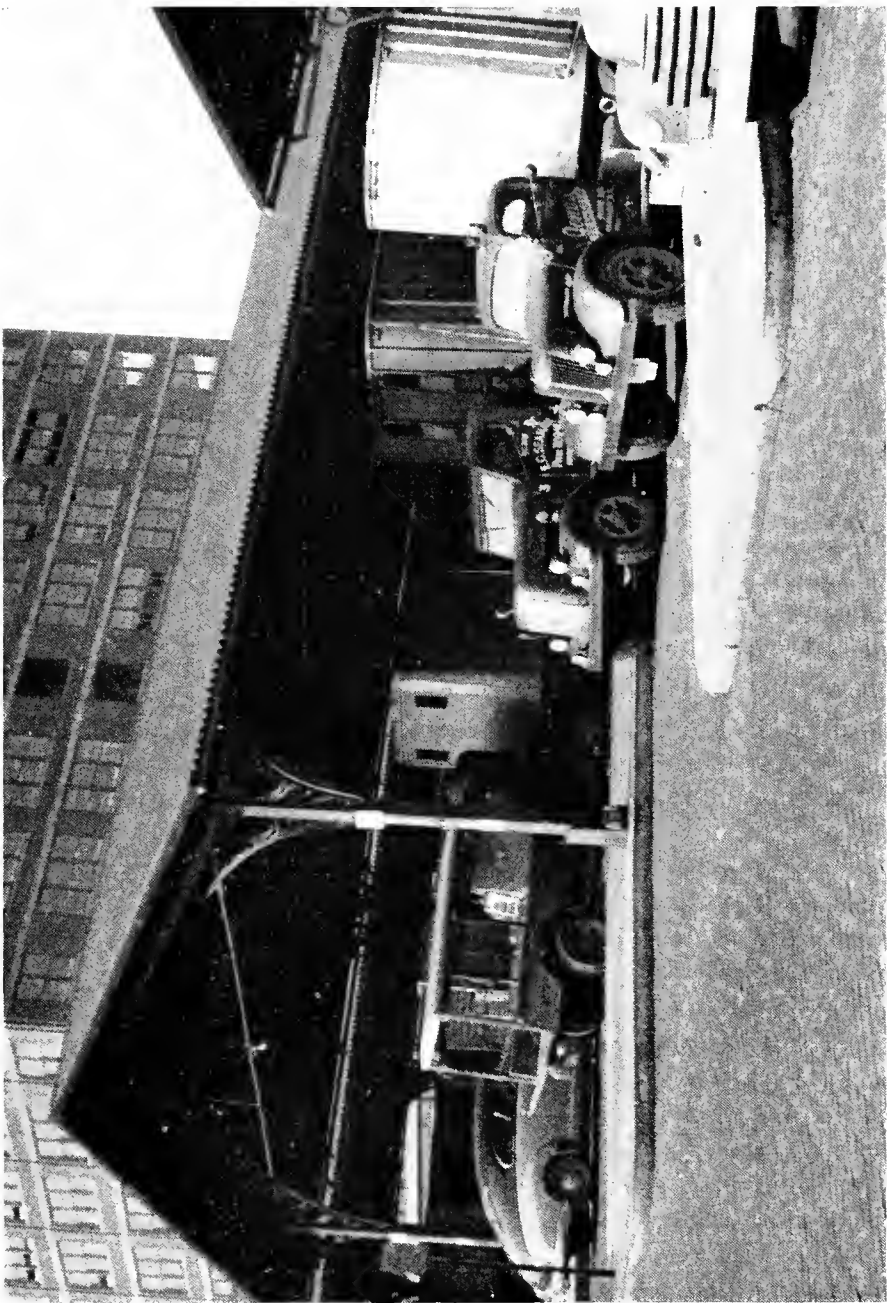
The imposing brick front of Marsh Market is occupied by City courts on the second floor. The Market Master's office uses part of the first floor, and the remainder of the floor is taken up by driveways leading to the sheds at the rear which extend about 250 feet to West Falls Avenue. There are eight sidewalk platforms, 12 feet wide and

FIGURE 4
EXISTING
MARSH MARKET AREA



MARYLAND STATE PLANNING COMMISSION

MARSH MARKET SHEDS



8 inches high, separated by 18-foot roadways, and covered by four roof structures with about 11-foot clearance above the roadway. On the sidewalks under the sheds are 15 small offices used by the dealers in transacting their business. Fresh fruits and vegetables only are handled in this market.

There are a number of different types of business in the Marsh Market. Dealers acting in the capacity of broker or seller's agent handle the sales of farmers and merchant truckers; other dealers use store facilities on the west side of Market Place where their business is essentially the same as that of dealers in the Camden Market. One dealer uses the Marsh Market as a store facility to service buyers direct, but does not procure all of his supplies from farmers and truckers. On Market Place and adjacent streets are also wholesale dealers in poultry, eggs, meat, fish, and other food products.

The 12 dealers acting as agents for farmers and merchant truckers handled 11,500 carlot equivalents in 1947. Of this total, half was received from local producers and half from distant areas. The operation of these dealer-brokers is somewhat unique in that they actually handle none of the produce they sell. The farmer or merchant trucker parks his load wherever he can find a space, perhaps several blocks away in the peak of the season. He waits there until the broker has sold his load of produce to dealers in other market areas, to chain-store warehouses, canning or processing plants, retail stores, or to distant markets. After the sale is completed, which may take several hours, the farmer or trucker himself delivers his produce to the buyer. If he is lucky he has only one or two deliveries to make; if he is unlucky he may have to make a half-dozen deliveries to various parts of the City. None of the brokers operate trucks of their own.

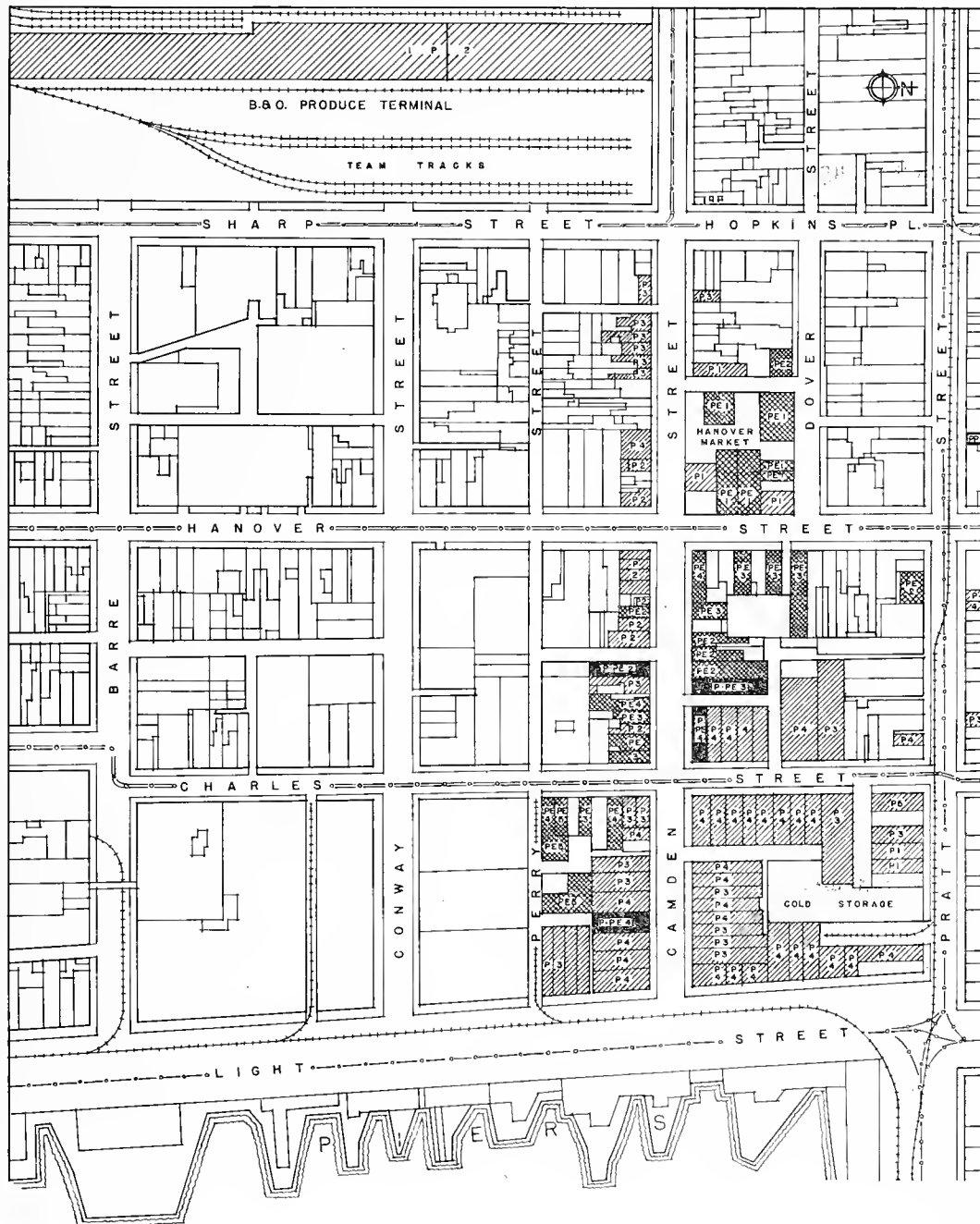
In addition to these 12 dealer-brokers, there are 10 dealers using stores on the west side of Market Place. Their type of operation is comparable to that of Camden Market and has no direct relation to Marsh Market. For this reason, the volume handled by these dealers and their operations, for the purpose of this report, are considered as a part of the Camden Market.

While a detailed study of the operations of the Wholesale Fish Market is not included in this report, its facilities are of interest, since they form a part of the Marsh Market area. The Wholesale Fish Market occupies a one-story building with a mezzanine floor, about 110 by 220 feet, extending from Market Place to West Falls Avenue. Although 80% of the sales are wholesale, the bulk of this volume is delivered to buyers from warehouses outside of the market area. About 32 dealers occupy space in this market, the space varying from 400 to 1,200 square feet.

Camden Market

The present building of Hanover Market, originally the nucleus of the Camden area, is 110 years old. Some of the other buildings used for market purposes are apparently of about the same period; nearly all antedate the automobile. Even though some of the buildings were built for wholesale use, they are not adapted to their present purpose. The buildings vary from 15 to 90 feet in width, 25 to 110 feet in depth, and from one to five stories in height. A few of the buildings have basements; less than half have freight elevators or other mechanical equipment for moving produce from floor to floor. None of the stores have direct rail connections and none have platforms at truck-bed height. Only 12 stores have rear entrances, and few of these

FIGURE 5
EXISTING
B. & O. PRODUCE TERMINAL AND CAMDEN MARKET AREA



- P2 - PRODUCE - 2 STORIES
- PE - POULTRY & EGGS
- P-PE - PRODUCE - POULTRY & EGGS
- RAILROAD
- STREETCAR
- BUS

SCALE IN FEET
0 50 100 200 300

MARYLAND STATE PLANNING COMMISSION

can be used because of the narrow alleys or other obstructions. Practically none of the buildings are rodent proof.

The sidewalks in front of these stores vary in width from 8 to 15 feet and are used for display as well as for loading and unloading. So important are they to the dealers' operations that, in some instances, sidewalk space in front of restaurants and similar businesses is rented for the display and sale of produce. Most of the sidewalks are at least partially covered by canopies, few of which are in good condition.

The streets in the Camden area are all narrow and rough. Two moderate-sized trucks backed against the curb opposite one another would block traffic completely on any street except Light Street. From curb to curb Camden Street is 38 feet wide; it is one-way west from Light to Hanover. Pratt Street is also 38 feet wide and carries a city bus line and two railroad lines. Charles is 30 feet wide, one-way south, with a streetcar line. Hanover is one-way north, 38 feet wide, and carries a streetcar line. Light Street is 106 feet wide, carries a city bus line, intrastate busses, rail lines and the heaviest concentration of traffic in the City. Perry Street, at the southern boundary of the Market, is only 12 feet wide. There are no planned parking places in the Camden Market except for the public streets and a few private lots in the area around the market. Parking in the market area itself is limited chiefly to trucks while loading and unloading; this must be done parallel to the curb on Pratt, Hanover, and Charles streets in order to avoid blocking public transportation lines. Violation of "no standing or parking" regulations during rush hours is winked at by the police, since their strict enforcement would prevent a portion of the market from operating at all during those hours.

Camden Market is almost entirely a straight wholesale operation in which supplies are handled on a commission basis or bought direct from producers or their agents, or from one another and resold to buyers for retail outlets. Six dealers in fruits and vegetables also handle poultry and eggs; some meat dealers handle poultry and eggs as well, and some eggs are distributed along with dairy products. In addition to their wholesale business, 6 dealers in fruits and vegetables do considerable consumer packaging, and 12 poultry and egg dealers dress poultry.

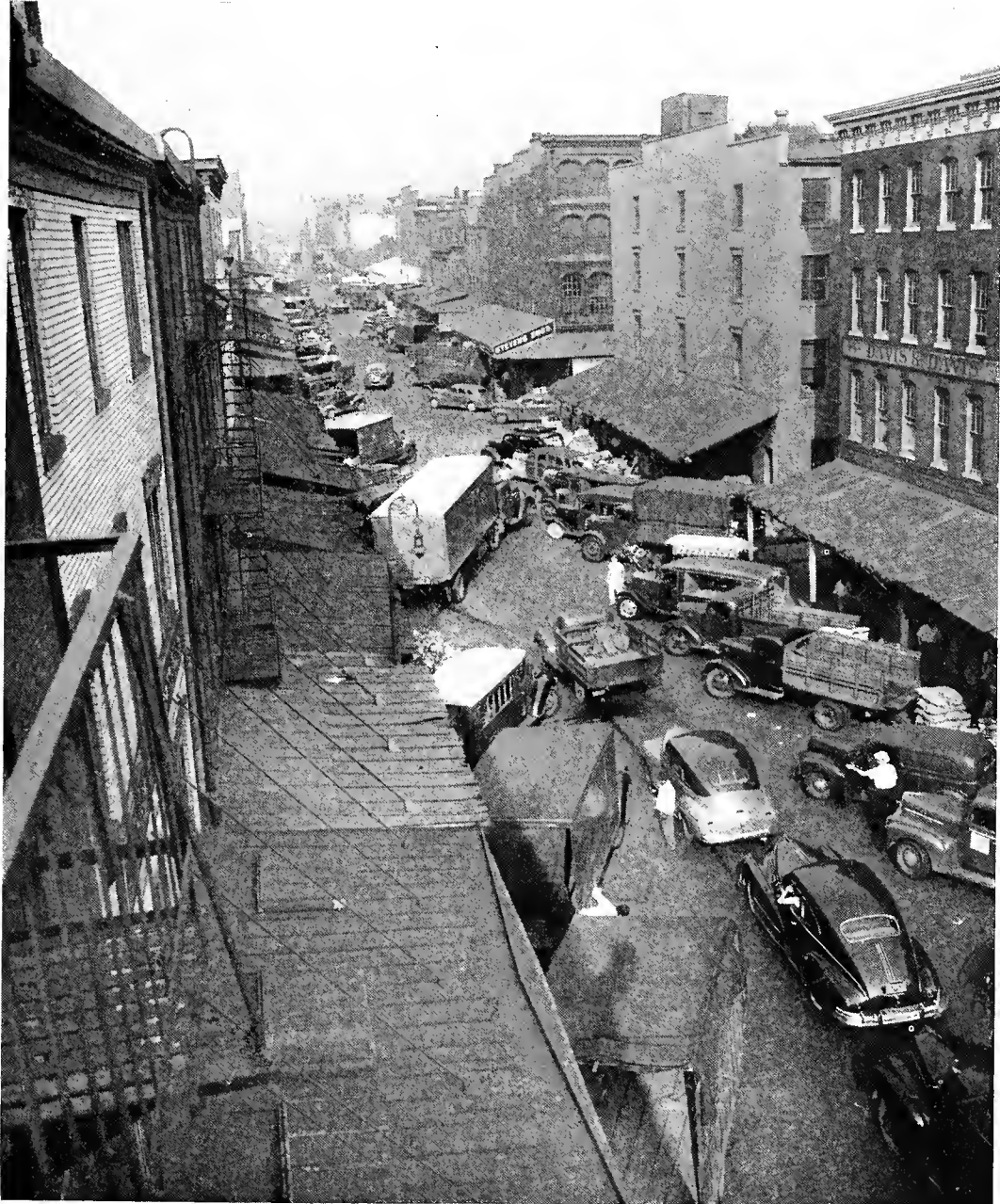
In the Camden Market area there are 70 independent dealers in fruits and vegetables in addition to the 10 dealers on Market Place doing a comparable business, and 5 other dealers scattered about the City. Seven dealers also do business at the Pennsylvania Produce Terminal and 2 firms do business at both the Pennsylvania and B. & O. produce terminals. A total of 36 fruit and vegetable dealers, including the 10 on Market Place, do not handle direct receipts but procure all their supplies from other dealers.

Of a total of 33 independent poultry and egg dealers, 26 dealers and one hotel supply house are located in the Camden area; within a few blocks are 12 independent packers, packer branch houses, hotel supply houses, and ship chandlers; 9 others, in addition to 3 chain warehouses handling poultry and eggs, are scattered throughout the City.

In 1947, the 70 independent fruit and vegetable dealers in the Camden area, together with the 10 on Market Place and 5 scattered throughout the City,¹ handled

¹ For purposes of this survey, the independent dealers on Market Place and scattered throughout the City are considered as a part of the Camden Market area operations.

CAMDEN MARKET



B.&O. PRODUCE TERMINAL



a total of 21,750 carlot equivalents. Of this volume 1,100 carlots were received direct from local producers and 8,900 carlots from distant areas by trucks. 1,000 carlots were trucked from the boat piers, 4,200 from Marsh Market, 1,050 from the B. & O. team tracks, 1,200 from the auction in the B. & O. Produce Terminal, 4,000 from the Pennsylvania Produce Terminal, and 300 carlots from other places.

The 33 independent dealers of poultry and eggs in or near the Camden Market¹ handled a total of 2,600 carlots of poultry and eggs. Direct receipts amounted to 2,100 carlots; about 500 carlots were received from other markets. Of the total volumes, 99% poultry and 54% eggs were transported by truck.

Although there are 118 dealers in this market, they operate a total of only 136 trucks. Approximately half of the dealers do not own any trucks, preferring to rely entirely on hired trucks for intermarket movement of produce as well as for delivery to buyers' stores when such service is necessary. The dealers who own trucks also use hired or contract cartage to a great extent. In general, the dealers prefer that buyers pick up their own purchases. Some dealers will deliver only if refusal to do so might jeopardize a sale.

Because of the congestion in the streets and the lack of space for trucks to back up to the curb, it is not unusual for a dealer to load or unload a truck parked some distance from his store. Since neither the stores nor the sidewalks are adapted to modern handling equipment, nearly all produce loaded or unloaded in this way or at the store must be moved by hand or hand truck.

B. & O. Produce Terminal

The B. & O. Produce Terminal is a modern, efficient building, 908 feet long and 98 feet wide including an 8-foot platform. Railroad tracks are on both sides of the building. Its floor is at truck-bed height, and produce can be unloaded direct from cars or loaded into trucks with a minimum of handling. Much use is made of modern wheel-type and conveyer equipment.

The first 30 feet of the building are taken up by offices, stairs, and toilets; the next 300 feet are used for displaying produce to be sold at auction; the next 225 feet are rented to two dealers as wholesale stores. The remaining 353 feet are occupied by the Railway Express Agency. A second floor, about 200 feet long, is located at the north end of the building. It contains the auction room which seats approximately 200, and offices of the auction company, brokers, dealers, and others.

East of the produce building and separated from it by a 72-foot-wide private street are team tracks with a capacity of approximately 225 cars. These team tracks are used by dealers receiving rail shipments over the B. & O. which do not go through the auction.

Sharp Street, which is to the east of the team tracks, is 39 feet wide and carries a streetcar line in addition to a heavy volume of trucks. Camden Street is 50 feet wide in front of the Terminal, but is reduced to 38 feet east of Sharp Street, which causes additional congestion at that corner. All traffic entering or leaving the produce terminal or team tracks uses Camden Street. There are about 50 parking spaces near the entrance to the auction building. Most of these, however, are reserved for occupants of the offices in the building, and they are therefore of little use to buyers and others visiting the Terminal.

¹ For purposes of this survey, the independent dealers on Market Place and scattered throughout the City are considered as a part of the Camden Market area operations.

In 1917 approximately 2,200 carlot equivalents were sold at auction in the Terminal. Cars arriving for auction are spotted on the house tracks next to the building, the entire contents are unloaded onto the floor, and the empties are immediately removed. Items in the car are stacked and numbered by lot. Each lot consists of one grade, type, and variety of produce. Prospective buyers inspect the produce they plan to buy and sales are made to the highest bidder. Sales start at 8:30 a. m., Monday through Friday, and continue until all produce is sold. As soon as sales are finished, buyers' trucks are loaded at the platform of the building. The auction company charges the shipper 2% for conducting the sale and the buyers are charged 5 cents a package for loading into trucks. Practically all California and some Florida and Texas citrus are moved through this auction. It also handles many other fruits and some vegetables, such as asparagus.

The two dealers renting space in the Terminal also rent space in the Pennsylvania Produce Terminal, and own or rent space in the Camden Market area. The business they do in this facility is similar to that done in the Camden Market, except that they can handle only rail receipts. Their operations, however, are much more efficient than in Camden Market.

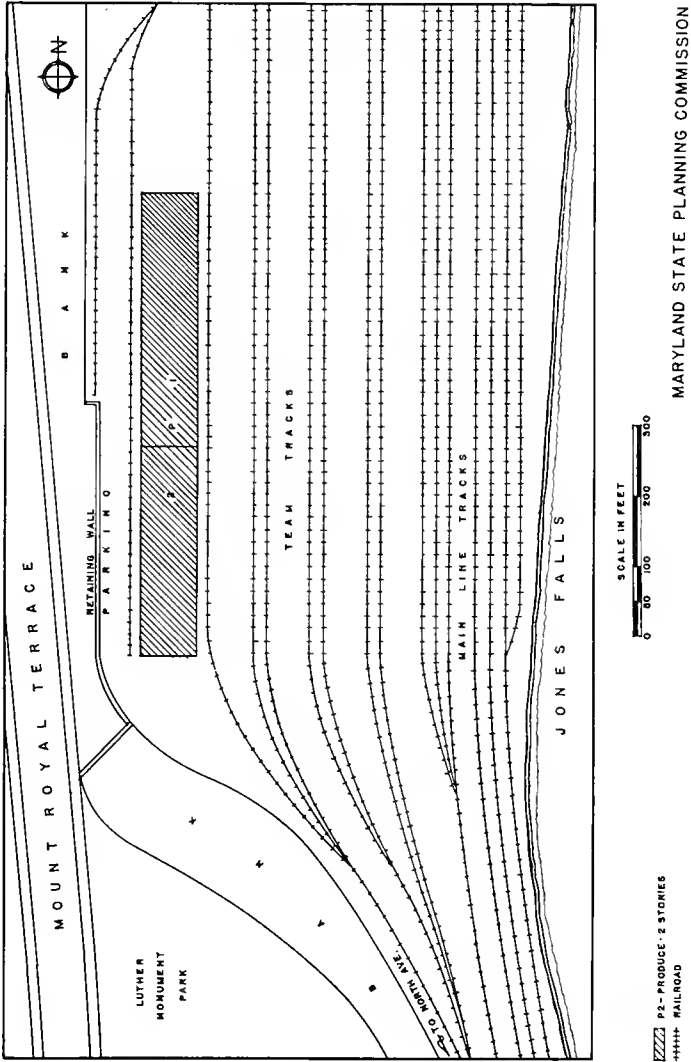
In 1947, approximately 1,950 carlots of fruits and vegetables were unloaded at the platforms of the two dealers renting space in the Terminal or at the team tracks; about 300 carlots of poultry and eggs were also unloaded at these team tracks.

Pennsylvania Produce Terminal

The Pennsylvania Produce Terminal is built on a shelf scooped out of the hillside just east of Mt. Royal Terrace and a short distance north of West North Avenue. The entrance from West North Avenue winds around the bulge created by the Luther Monument Park and, because it is somewhat obscure, a large sign has been erected to mark the entrance. The building, similar to the B. & O. Produce Terminal, is 90 feet wide, including platforms, and about 662 feet long with parallel tracks along both sides. The building is divided into 62 sections, 31 on each side, by lines painted on the floor. There is a 12-foot overhead door from each section to the platform, and a 16-foot buyers' walkway down the center of the building separates the sections on either side. These sections are called "doors," and are leased to dealers, assignment of space being made at the beginning of the year on the basis of volume of business during the preceding year. The space used by individual dealers varies from one to six sections. The front, or south end, of the building is occupied by stairs and toilets, and a second floor covering the south half of the building contains offices for dealers, brokers, the railroad, and others. The second floor also contains an auction room, now partially made over into offices. The auction was not successful and was discontinued shortly after the building was opened.

About 70 feet west of the building is a 20-foot retaining wall, and to the east, between the building and the main-line tracks which run along the edge of Jones Falls, are the team tracks which have a capacity of about 300 cars. North Avenue, the only access to the building or team tracks, is 60 feet wide, carries a streetcar line and a large volume of traffic; it is the main artery of Highway U. S. 1 through Baltimore. Approximately 75 parking spaces are provided at the entrance of the property, in the middle of the roadway, and next to the retaining wall; these, however, are not sufficient to meet all needs. This facility handled a total volume of 8,450 carlot

FIGURE 6
EXISTING
PENNSYLVANIA PRODUCE TERMINAL



PENNSYLVANIA PRODUCE TERMINAL



equivalents in 1947, in addition to 1,220 carlots brought to the yards for inspection and diverted to other markets. This was all received direct by rail, since trucks are not permitted to bring produce into this facility.

Of the 21 dealers who rent space here, 7 also own or rent space in the Camden Market and 2 also do business in both the Camden Market and B. & O. Produce Terminal. The other 12 dealers do business solely in the Pennsylvania Produce Terminal and are carlot receivers only. In spite of the house tracks, few cars are unloaded onto the floor of the building, partly because of the cost. Most of the sales are made from samples trucked from the team tracks and displayed on the platform; deliveries are made directly from cars on team tracks to buyers' trucks. Some cars, however, which are about to go on demurrage, are unloaded onto the platform, and, at certain seasons of the year, some space is used for holding supplies of the less perishable items.

In addition to the 21 dealers doing business at this facility, 29 dealers using facilities only in the Camden Market occasionally receive carlots at the Pennsylvania Produce Terminal and are permitted to make sales from its team tracks.

Chain-Store Warehouses

The three chain warehouses operating in Baltimore are all located on railroad lines. Their buildings are modern and efficient with floors at truck-bed height, direct rail connections, and modern mechanical equipment for handling produce. These chains, together with a fourth whose stores are serviced from a warehouse in Philadelphia, serve about 500 stores, of which about 260 are located in the metropolitan area.

In 1947 the three chain warehouses handled a total volume of 7,500 carlots of fruits and vegetables and 650 carlots of poultry and eggs. Of this volume, 3,600 carlots of fruits and vegetables and 250 carlots of poultry and eggs were received by rail; 1,400 carlots of fruits and vegetables and 100 carlots of eggs were received direct by truck. In addition to these direct receipts, 2,500 carlots of fruits and vegetables and 300 carlots of poultry and eggs were bought from dealers in the various markets and trucked to the chain-store warehouses. Of the total volume of 8,150 carlot equivalents of fruits, vegetables, poultry, and eggs, about 46% were received by rail and 54% by truck.

Of the six segments of the market in Baltimore, only the chain-store warehouses receive direct shipments by both rail and truck.

Other Wholesale Places

In addition to the six market places in Baltimore, there are a few other places where produce is sold at wholesale. Some interchange of produce is made at the North Avenue entrance to the Pennsylvania Produce Terminal, on Light Street between Perry and Conway, at the piers on East Pratt Street, and at the various retail markets owned by the City. The dealers in these places receive produce chiefly from the established market places. Some is received direct from farmers and merchant truckers, and occasionally a car of produce is received by rail on team tracks or at other facilities. An additional volume is sold direct to retailers, consumers, and merchant truckers. The volume of produce moved through these channels, while it could not be determined, would be only a very small percentage of the total volume handled in Baltimore.

On the fringe and outside the established market areas are 14 packers, hotel supply houses, and ship chandlers, which, together with one hotel supply house in the Camden area, handle a significant amount of poultry and eggs. In 1947, they handled a total of approximately 1,200 carlots of poultry and eggs. Of this total 650 carlots were received direct by rail; 450 carlots direct by truck, and 100 carlots were bought from other dealers in Baltimore.

In general the packers have better facilities than other dealers, especially those located away from the Camden area. Nearly all of the independent packers and packer branch houses have direct rail connections, though all are not adequate or efficient. Five of the nine packers have floors at truck-bed height. The facilities of the packers, hotel supply houses, and ship chandlers nearer to or in the Camden area are similar to those already described under the Camden Market.

Refrigerated and Dry Warehouse Facilities

There are three public refrigerated warehouses in Baltimore. The Baltimore Cold Storage Company's warehouse is in the Camden Market area at 17-23 East Pratt Street. The other two are at 430 South Eutaw Street and at Monument and Forrest streets. Two meat packing concerns have extensive cold-storage facilities, and another wholesale concern has a small amount. There is a total of 2,366,000 cubic feet of space in public and 494,000 cubic feet in private cold-storage facilities in addition to the refrigerated space in dealers' stores. All public cold-storage warehouses and all but one of the private warehouses have direct rail connections.

Dealers in the market have a considerable amount of cold-storage space and ripening rooms in their store buildings, located in the basement, first or second floor. Poultry and egg dealers have 30,000 cubic feet, and fruit and vegetable dealers have 135,000 cubic feet of cold-storage space; fruit and vegetable dealers also have a total of about 175,000 cubic feet of ripening rooms. In addition to facilities in their own stores, dealers rent, on an annual basis, 15,000 cubic feet of public cold-storage space, and, on a per package basis, the equivalent of about 100,000 cubic feet per year. They also rent approximately 17,000 square feet of dry-storage space on an annual basis. There is an additional quantity of cold- and dry-storage space in the facilities of chains, packers, hotel supply houses, and others, but no estimate of their use for fruits, vegetables, poultry, and eggs has been included since they are used for many other commodities as well.

Marketing Hours

Although there are designated market hours in all of the markets in Baltimore, they are not generally followed. Produce can be bought at any market at almost any time. Farmers and truckers haul and sell produce in Camden and Marsh markets at any hour of the day or night. Buyers come to the markets for supplies at all hours, and there are always dealers open to service them. Some dealers close their stores during certain hours, depending on the season, but there are no enforced hours or other regulation of the market operation.

Only at the auction in the B. & O. Produce Terminal is there an established and recognized hour of selling. Sales always start at 8:30 a. m., and they are concluded when all produce is sold.

Wholesale Market Buyers

It is estimated that there are more than 800 buyers in the Baltimore markets every day. The average number of trips made by buyers is $2\frac{1}{2}$ per week. Buyers frequent all the markets, but individual buyers do not necessarily visit every market in order to obtain a complete line of supplies. According to some 50 buyers interviewed, they make from one to six trips to the market weekly, visiting one to four markets each time. From one-half to three hours are spent each marketing day in traveling between the various markets, and from one-half to two hours are lost because of congested traffic conditions and difficulty in finding a parking place. About half the buyers interviewed were from the metropolitan area; the others were from locations 10 to 240 miles distant from Baltimore. Most of the out-of-town buyers were wholesalers located within a 100-mile radius, while most of the local buyers represented retail establishments.

Analysis of the Market

The produce brought in by boat and the location of the piers have little influence, except for volume, on the present or future market operations, since both the majority of the produce and the means of transportation are specialized and would not be affected by changed market conditions. The same thing is true, though to a lesser extent, of the chain-store warehouses and some of the larger packers, hotel supply houses, and ship chandlers. Dealing in a large variety of items, of which produce is only a part, even a radical change in the wholesale market would not materially affect their operations.

Physical Factors

Although there were logical and compelling reasons for the original location of the Marsh and Camden market areas, those reasons have little force today. The markets remain where they are largely because of apathy on the part of the wholesalers and their need to be grouped together. The operations in these markets are governed partly by physical factors and partly by habit. Lack of direct rail connections to stores and the resultant cartage tends to slow down the market and to increase congestion. Lack of adequate facilities and congestion require increased labor and lengthened hours until habit has established virtually a 24-hour operation.

The physical factors of rail lines and available space governed to some extent the location of the railroad produce terminals. A strong factor certainly was proximity to established market areas; the B. & O. Produce Terminal was built adjacent to the Camden Market area and the Pennsylvania Produce Terminal, not far from the old Bolton Produce Yards.

Restrictive Practices

The Baltimore wholesale market is comparatively free of restrictive practices except for those of the railroads and of the City. Neither the B. & O. nor the Pennsylvania Railroad will permit truck receipts to be unloaded at its produce terminal. This not only prevents full utilization of these facilities, but also prevents truck receipts from being sold through the auction at the B. & O. Produce Terminal. In addition to this, reciprocal switching has not been established in the City. To shift a car from the Pennsylvania Produce Terminal to the B. & O. Produce Terminal, or

vice versa, the published tariff rate of 23 cents per hundred pounds must be paid. This amounts to a charge of from \$50 to \$75 per car. The shifting of a car in this way also cancels the protected through rate in case a shipper wishes to divert a car to some other market.

The City, by regulation, requires farmers, truckers, and others selling at wholesale to procure a license which costs \$400 per year. This, together with the lack of suitable facilities, effectively restricts farmers and merchant truckers from handling their own produce in the market.

Receipts

Of the total volume of approximately 45,000 carlots of direct receipts of fruits, vegetables, poultry, and eggs which moved through the market in 1947, 40% were received by rail, 57% by truck, and 3% by boat.

In addition to the volume handled by the market, a small volume of produce is sold direct to retailers and consumers by farmers and merchant truckers without going through the market. Although it was not possible to determine this volume, it is estimated not to exceed 2% to 2½% of the total.

All of the boat receipts, all of the rail receipts, and approximately 16,200 carlots of the truck receipts were from distant producing areas. The balance of the truck receipts, amounting to approximately 7,550 carlots of fruits and vegetables and 1,800 carlots of poultry and eggs, were from local or near-by producing areas. It is estimated that these local receipts comprise somewhat more than one half the near-by production of fruits and vegetables, two thirds of the poultry, and somewhat less than three quarters of the eggs.

Interchange

The market actually handled over 15,000 carlots more than the direct receipts, through interchange between the various segments of the market as shown in Table 1. This amounts to nearly 34% of the direct receipts. Three quarters of this interchange is between Marsh Market, Camden Market, the B. & O. Produce Terminal, the Pennsylvania Produce Terminal, and scattered rail sidings and wholesale establishments.

In addition to these interchanges between market places there is a substantial amount of trading between dealers in the same market. No attempt has been made to estimate this amount, and it is not included in the figures given.

Distribution

Although the market handled approximately 60,000 carlots in 1947, only the net receipts of 44,850 carlots were, of course, distributed to buyers. About 70% of this volume was distributed within the metropolitan sales area; the remainder was delivered mostly within a 100-mile radius and a small amount was shipped nearly ten times as far. Of the amount distributed in the metropolitan area, about 7% was delivered direct to canners or other processors without physically passing through the market; of the amount shipped to distant points, approximately 5% was by diversion. All of the distribution within the metropolitan area was by truck; distribution to more distant points was nearly 90% by truck.

TABLE 1
RECEIPTS, INTERCHANGE, AND DISTRIBUTION, 1947¹
(carlot equivalents)

	<i>Carrier</i>	<i>Direct Receipts</i>	<i>From Other Markets</i>	<i>To Other Markets</i>	<i>To Buyers</i>
Boat Piers.....	boat	1,600	—	1,550	500
Marsh Market.....	truck	11,500	—	4,800	6,700
Camden Market.....	truck	12,100	12,250	1,600	22,750
B. & O. Produce Terminal ²	rail	4,450	—	2,700	1,750
Pennsylvania Produce Terminal ³	rail	8,450	—	4,000	4,450
Chains.....	rail	3,850	—	—	8,150
	truck	1,500	2,800	—	—
Others.....	rail	950	—	—	—
	truck	450	100	500	1,000
TOTALS.....		44,850	15,150 ⁴	15,150 ⁴	44,850

¹ 109 fruit and vegetable dealers, 33 independent dealers in poultry and eggs, and 15 packers, hotel supply houses, and ship chandlers.

² Includes auction and team tracks.

³ Includes some receipts at various team tracks.

⁴ Does not include produce traded between dealers within a market area.

Traffic Movement

Since nearly all produce is unloaded, reassembled, and reloaded on its way through the market, the total traffic movement can be summarized as shown in Table 2.

If it is assumed that most of the truck receipts and their distribution to distant areas are by large trucks, and that market interchange, local receipts, and distribution are by trucks averaging not over 2½ tons, it can be conservatively estimated that the total truck-load movement is in excess of 700,000 per year, or an average of 2,200 truck loads on each of the 312 market days. At peak periods, this daily movement would, of course, be even greater.

These figures indicate the importance of the truck in market operations and explain the reason for some of the congestion in the present market areas.

Area and Value

In analyzing the area used by the present market and the value of the land and improvements, the piers, chain-store warehouses, and some of the larger packers, and hotel supply houses have not been taken into account since they are specialized facilities and would not be affected to any great extent by changes in the market.

TABLE 2

ESTIMATED TOTAL TRAFFIC MOVEMENT, 1947

(carlot equivalents)

	<i>Boat</i>	<i>Rail</i>	<i>Truck</i>	<i>Totals</i>
Direct receipts				
distant areas	1,600	17,700	16,200	35,500
near-by areas	—	—	9,350	9,350
Interchange between markets	—	—	15,150	15,150
Distribution				
metropolitan areas	—	—	31,500	31,500
distant areas	—	1,400	11,950	13,350
Subtotals	1,600	19,100	84,150	104,850
Less				
direct deliveries to canners, processors	—	—	2,900	2,900
diversions	—	1,300	—	1,300
NET TOTALS	1,600	17,800	81,250	100,650

The Baltimore wholesale produce market makes such intensive use of the streets and sidewalks in front of its stores that these facilities may properly be considered a part of the market area. Sidewalks are used both as display and sales space and provide an essential and valuable adjunct to the store itself. During peak market hours, the public streets in the market area are so filled with market traffic that other city traffic, except for street cars and busses, is practically unable to use them. Without such intensive use of the streets and sidewalks in front of their stores, it is doubtful whether dealers could continue to operate; they could not, certainly continue to handle the volume they do now.

Marsh Market and Hanover Market are City-owned and therefore tax-exempt as is the land occupied by the B. & O. Produce Terminal. These, together with the streets and sidewalks, amount to about one third of the area and more than one third of the total assessed valuation of the market area as shown in Table 3. This tax-exempt property used for market purposes, in effect, constitutes a sizable subsidy of the present market operations.

Space Utilization

Although nearly all dealers' stores are more than one story in height, only about 45% of the floor space above the first floor is utilized. Not all first-floor space is fully utilized because of poor arrangement and obstructions, such as elevator shafts. Even the modern buildings of the B. & O. and Pennsylvania produce terminals are not

TABLE 3
ESTIMATED AREA AND ASSESSED VALUE OF PRESENT MARKET AREAS, 1948
(dollars)

	Area (acres)	Taxable			Tax-Exempt			Total Value			Average Value per Acre, Land Only
		Land	Buildings	Total	Land	Buildings	Total	Land	Buildings	Total	
Pennsylvania Produce Terminal ¹	17.50	119,000	200,000	319,000	—	—	—	119,000	200,000	319,000	6,900
B.&O. Produce Terminal ¹	3.50	—	265,000	265,000	105,000	—	105,000	105,000	265,000	370,000	30,000
Camden Market Area	4.75	662,500	756,000	1,418,500	69,500	40,000	109,500 ²	732,000	796,000	1,528,000	154,000
Marsh Market Area	1.70	57,500	81,500	139,000	173,000	66,000 ³	239,000	230,500	147,500	378,000	135,000
Scattered55	43,500	49,500	93,000	—	—	—	43,500	49,500	93,000	79,000
<i>Totals</i>	28.00	882,500	1,352,000	2,234,500	347,500	106,000	453,500	1,230,000	1,458,000	2,688,000	44,500
Streets and Sidewalks	5.25 ⁴	—	—	—	703,000 ⁵	172,000 ⁵	875,000 ⁵	703,000	172,000	875,000	133,000
GRAND TOTALS	33.25	882,500	1,352,000	2,234,500	1,050,500	278,000	1,328,500	1,933,000	1,630,000	3,563,000	58,000

¹ Estimated as 40% of land, 100% of building used for market purposes.

² Hanover Market.

³ Estimated for market sheds only.

⁴ Estimated as 1/2-street or alley width (property line to property line) in front of buildings used for market purposes, plus side for corner lots.

⁵ Estimated at average square-foot value of land at \$3.50 for Camden Market Area, \$3.10 for Marsh Market area, and \$1.80 for scattered area; sidewalk, curb, and paving estimated at \$0.75 per square foot

TABLE 4
ESTIMATED SPACE UTILIZATION BY MARKETS¹
(square feet)

	<i>Space Available</i>	<i>Space Utilized</i>	<i>Per Cent Utilization</i>	<i>Annual Rent Paid</i>
PENNSYLVANIA PRODUCE TERMINAL				
First floor	38,280	19,140	50	
Offices	4,650	4,650	100	
Platform	6,000	6,000	100	
Platform walkway	9,280	—	—	
<i>Subtotals</i>	58,210	29,790	51	\$5,600
B. & O. PRODUCE TERMINAL²				
First floor	19,460	16,400	85	
Platform	1,800	1,800	100	
Offices, first floor	1,000	1,000	100	
Offices, second floor	2,000	1,000	50	
<i>Subtotals</i>	24,260	20,200	83	1,800
AUCTION	27,000	12,000	44	3
CAMDEN MARKET⁴				
Basement	77,820	51,280	65	
First floor	279,329	253,555	91	
Second floor	180,615	102,161	57	
Third floor	141,857	56,517	40	
Fourth floor	69,337	17,727	25	
Fifth floor	2,100	210	10	
Offices ⁵	24,864	19,491	78	
Public sidewalk	39,632	39,632	100	
<i>Subtotals</i>	815,554	540,573	65	255,100
MARSH MARKET				
First floor	24,000	24,000	100	
Offices ⁶	5,360	5,360	100	
<i>Subtotals</i>	29,360	29,360	100	9,500
GRAND TOTALS	947,824	627,733	66	\$272,000

¹ Includes 112 dealers in fruits, vegetables, poultry, and eggs in 4 markets. Does not include 3 chains and 15 scattered packers, hotel supply houses, and ship chandlers.

² Does not include auction display space, auction room, and office space.

³ Not reported.

⁴ Includes 10 fruit and vegetable dealers on Market Place and 12 fruit, vegetable, poultry, and egg dealers in scattered areas.

⁵ Fruit and vegetable only.

⁶ Outside of Marsh Market buildings.

used to capacity, partly because truck receipts are not permitted. The sidewalk space, however, is fully utilized.

Based on inspections made in April and May, 1948, and on dealers' estimates, it is shown in Table 4 that the total space available including sidewalks is used only to about 66% of capacity. The first floor and basement areas are apparently by far the most valuable; space above the second floor is almost worthless.

PART II - WHAT IS WRONG WITH THE MARKET

Defects in the Market

Analysis of the market shows that there are certain inefficiencies which increase the cost of distributing produce in Baltimore: the splitting of the market into a number of separate segments; lack of adequate streets and parking areas; inefficient and obsolete store facilities; lack of adequate rail connections; restrictive regulations; and the locations of the various segments of the market.

Split Market

The split market, together with the fact that no single segment of the market, except the Camden area, handles a complete line of produce, forces buyers to travel unnecessary distances and spend unnecessary hours in making their purchases. A great deal of produce is trucked between markets, each handling adding to the cost and increasing spoilage and deterioration; each truckload adding to the congestion in the market and on the streets.

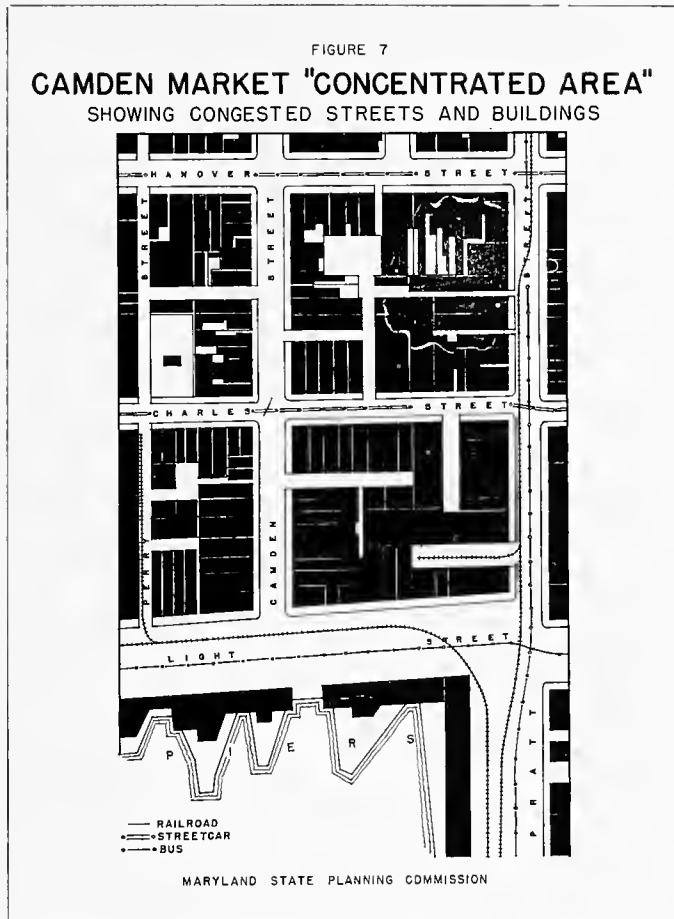
The split market also makes it difficult to assemble accurate, up-to-the-minute information on supplies. Lack of such information hinders the operation of the law of supply and demand in establishing prices: the buyer is uncertain what to offer; the seller is uncertain what to ask. As a result, the price of a commodity may vary considerably during the 24-hour marketing period. This not only tends to demoralize the market but makes it difficult for either buyer or seller to plan his operations. Under these conditions not only buyer and seller, but producer and consumer as well, may suffer.

The split market and the difficulties of doing business in it make it impossible to enforce effective regulation of marketing hours. Supplies arrive at the various locations around the clock; sellers do not know when buyers will come; buyers do not know when they will find the largest supply of produce in the best condition. Not only must buyer and seller work longer hours, but overhead costs mount and overtime pay or additional employees increase the total cost of distribution.

Inadequate Streets and Parking Areas

The streets and parking areas within the B. & O. and Pennsylvania produce terminals are on the whole adequate, though more and better distribution of parking space would increase efficiency and reduce congestion. Both terminals, however, are served by public streets which are not adequate to handle market traffic in addition to other traffic.

The streets in the Camden and Marsh market areas are hopelessly inadequate. There are no parking areas. Except for Light Street and Market Place, none of the streets in these areas are wide enough to permit trucks to back up perpendicular to stores while loading or unloading even if there were no public traffic to be considered. Several of the streets carry railroad, streetcar, or bus lines in addition to other public traffic and market operations. Two of the streets, Pratt and Light, carry the heaviest volume of traffic in the City.



Lack of parking areas in these markets forces trucks and other market vehicles to do considerable extra traveling in order to find some sort of parking space. This not only adds to the traffic congestion of the streets in and around the market, but, since parking space is not easily found near a dealer's store, it forces dealers to move produce by hand truck, sometimes several blocks over bumpy streets and sidewalks, to service buyers' trucks or to unload incoming produce.

The inadequate streets and parking areas slow down the movement of produce through the market, thereby increasing the hours of operation; they cause loss of time to trucker, dealer, and buyer; delays, particularly in the Marsh Market, result in increased deterioration and spoilage. These inefficiencies, together with the additional handling involved, add up to increased costs of distribution.

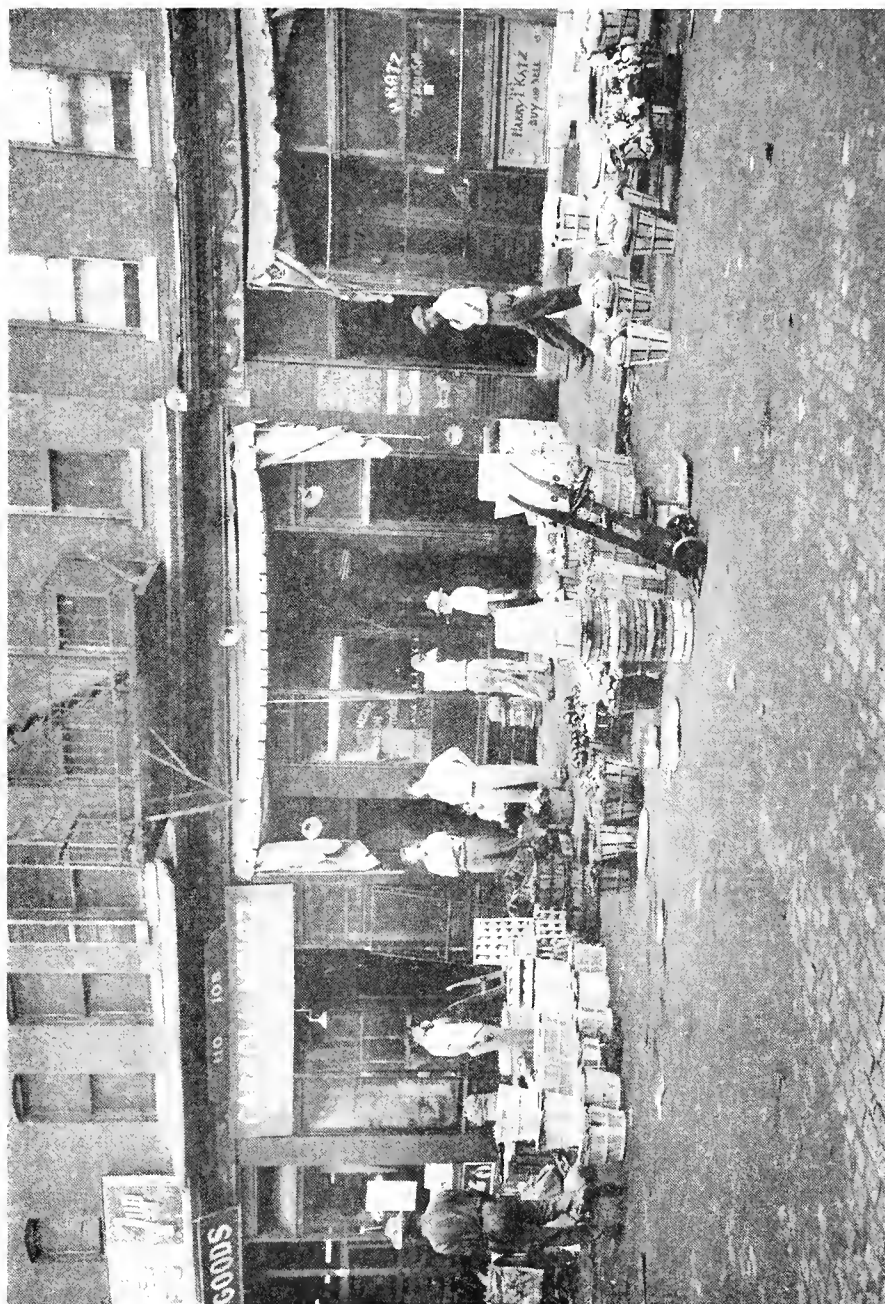
Inefficient and Obsolete Buildings

With the exception of the two railroad produce buildings, practically none of the market buildings were designed for their present use. Even Marsh Market is not now being used as it was originally intended. As a result, operations have had to be modified to fit the facilities. There is much extra handling and a great deal of space is wasted, particularly above the first floor.

INADEQUATE BUILDINGS AND DISPLAY SPACE CAMDEN MARKET



INADEQUATE BUILDINGS AND DISPLAY SPACE
MARSH MARKET



All the buildings in Camden and Marsh markets are old and few are proof against the rodents which infest the areas. Many are in need of repair, the lack of which, together with age, makes the maintenance of proper sanitation nearly impossible. None of the stores have floors at truck-bed height or adequate platform space for display and sales; instead, produce is piled on the sidewalks, sometimes even in the gutters. Only a few stores have rear entrances and these cannot be used because of narrow alleys and other obstructions. Lack of rear entrances forces all loading and unloading to be done at the front of stores, where there is not sufficient space to carry on these operations in addition to the display of produce. The resulting congestion causes much extra handling as well as delay in market operations.

There are no facilities in the Baltimore wholesale market where farmers and truckers can display and sell their produce. The shed facilities of Marsh Market are used solely by dealers who buy, or handle on commission, produce brought to the market by farmers and truckers.

An important defect in the Camden Market area is the intermingling of stores of fruit and vegetable dealers with stores of dealers in poultry and eggs and other products. Live poultry is handled on the market and feathers and dried feces are blown about, coming to rest on fresh fruits and vegetables. Moreover, many stores of live-poultry dealers are located on streets at a higher level than stores of fruit and vegetable dealers. When poultry dealers hose down their coops, or when it rains, the feces and other dirt often wash down onto fruits and vegetables displayed on sidewalks at a lower level.

Inadequate Rail Connections

Rail connections to the B. & O. and Pennsylvania produce terminals are efficient and more than adequate. None of the stores in Camden or Marsh markets have direct rail connections, nor would it be economically or physically feasible to provide them. This lack, plus the distance from Camden and Marsh markets to available team tracks, has not permitted dealers to take full advantage of such facilities for making deliveries direct to buyers' trucks. This causes unnecessary cartage, additional handling, loss by spoilage and deterioration, and delay, all of which results in increased costs.

Restrictive Regulations

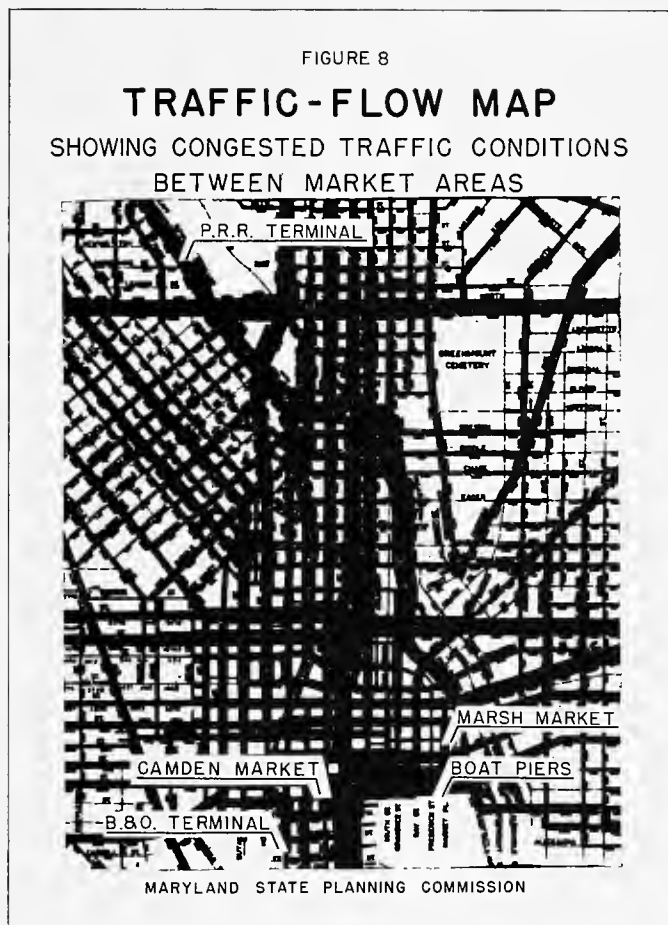
The restriction against unloading truck receipts at the B. & O. and the Pennsylvania produce terminals limits their usefulness, particularly at the season of peak local production. It also limits the operations of dealers in these facilities by requiring the trucking of large quantities of produce unloaded at these facilities to stores in other market areas. It also causes both dealers and buyers additional miles of travel and time.

Each of the railroads also restricts use of its facilities to produce originating over its own lines, except for transfer of cars at local freight rates. Such transfer, however, cancels protected through-rate privileges, thus effectively preventing later diversion. Furthermore, transfer is so costly and slow that it is easier and cheaper to truck the produce in spite of traffic delays and inadequate store facilities.

In addition to the railroad restrictions, the City, by requiring farmers and truckers to procure a \$400 license per year in order to sell at wholesale, effectively prevents them from renting space on the market even if space were available.

Location

The history of the Baltimore market shows that it grew without conscious plan as did the markets in most of the large cities. The description of the New York market by the Commissioner of the New York City Department of Markets would apply almost equally well to Baltimore: "The old narrow streets here, laid out practically at the time of the city's founding, have never been changed or widened, although the population and hence the volume of produce necessary to support it has multiplied itself many times over."¹



This lack of planning was not the fault of any particular individual, organization, or agency. But four of the market segments, originally located in the center of the City for convenience in receiving and distributing supplies, are now in the most congested traffic area of the City. A fifth segment, the Pennsylvania Produce Terminal, is separated from the other four by 18 to 24 blocks of heavy traffic. Access to any of the various market places for shippers, dealers, and buyers can be had only by way of the most congested streets of the City.

¹ W. F. Morgan, Jr., "Distribution of Fresh Produce in New York Market," *N. Y. Packer*, June 1937.

Even though City streets are widened and expressways built, even though market buildings are repaired and modernized, even though other deficiencies are corrected, the locations of the various segments of the market, in themselves and in relation to one another, constitute a defect which is impossible to correct except by consolidation of the market in a location suitable for market purposes.

Efforts to Improve the Market

Twenty years ago need for improvement in the market was already felt. About 1928 a committee of dealers operating in the market formulated a tentative plan for development of a new market in cooperation with the B. & O. and Pennsylvania railroads. The Pennsylvania Railroad, however, refused to cooperate and the plan fell through. When it was found that nothing could be done jointly by the railroads and the trade, the B. & O. proceeded to build a produce terminal of its own next to Camden Station. The Pennsylvania Railroad, to relieve congestion in the Bolton Produce Yards, also built a terminal above North Avenue about two miles from the Camden area. While these two facilities helped in some measure to improve the handling of railroad shipments, they were not open to truck receipts, and, to some extent, increased congestion and costs because of the additional trucking from terminals to stores.

Previous Market Studies

In 1933, at the request of the farm interests, a study of the Marsh Market was made by the Agricultural Economics Department of the University of Maryland.¹ Although certain deficiencies were pointed out and improvements suggested, no action was taken.

In 1935 Federal relief funds were made available for the use of cities in developing and improving marketing facilities. At the request of a group of wholesale trade interests, Dr. S. H. DeVault, Head of the Department of Agricultural Economics, University of Maryland, agreed to undertake a study of the wholesale fruit and vegetable marketing problems in Baltimore. In early 1937 the results of this study were published.² This report described the operations of the market and showed some of the excessive costs brought about by deficiencies in the market. It also included a discussion of the possibility of consolidating the marketing facilities in the Camden area in addition to other suggestions for improvement of facilities and operation.

In 1937 and 1938 studies of the poultry and egg market³ and of Marsh Market⁴ were made by the University of Maryland and of the entire market by The Johns Hopkins University.⁵ All of these studies showed need for improvement of marketing facilities and suggested ways of bringing about such improvements.

¹ Unpublished.

² S. H. DeVault and R. F. Burdette, "Baltimore Wholesale Fruit and Vegetable Market," Bulletin 409, University of Maryland Agricultural Experiment Station, College Park, 1937.

³ S. H. DeVault, L. E. Cron, and R. F. Burdette, "Economic Analysis of Baltimore Egg Market," Bulletin 430, University of Maryland Agricultural Experiment Station, College Park, 1939.

⁴ George P. Lachar, "The Organization and Operation of Marsh Market in Baltimore and Proposed Improvement," University of Maryland, College Park, 1938.

⁵ Robert G. Deupree, "The Wholesale Marketing of Fruits and Vegetables in Baltimore," The Johns Hopkins Press, 1939.

As a result of these numerous studies a great deal of interest was aroused among various groups concerned with the market, and a bill for the creation of a marketing authority to improve the Baltimore market was introduced in the 1939 Session of the General Assembly of Maryland, but failed to pass. A similar bill was introduced at the 1941 Session but was withdrawn before any action was taken.

In 1941 another study was made by the University of Maryland¹ for the Advisory Engineers, to the Commission on City Plan of the City of Baltimore. The Advisory Engineers' report, published in 1942, recognized "that there is a distinct need for improved facilities for the distribution of fruits and vegetables to the retail merchant," but recommended no specific method of improvement, although several were suggested.²

Continued pressure resulted in the appointment, in 1943, of the Commission on Baltimore Wholesale Fruit and Vegetable Markets, composed of representatives of all groups interested in the market. This Commission was to study the market problem and to report its findings to the General Assembly. Because of the complexity of the problem, the Commission was not able to finish its work in the appointed time. It was therefore reactivated with a slightly different membership by the 1945 Session of the General Assembly and completed its work in September 1946.³

Both a majority⁴ and a minority report⁵ were presented to the Legislature by the Commission. While these reports differed in the method of improvement, the Commission was "in agreement that some improvement should be made in the facilities for the distribution of fresh fruits and vegetables in the City of Baltimore."

As a result of these conflicting reports, no action on the proposed legislation was taken by the 1947 General Assembly. Instead, under Joint Resolution No. 12, the General Assembly requested the Maryland State Planning Commission to undertake the present study of the problem.

The number of studies made and the efforts to improve the market during the last twenty years is an indication of the difficulty of the problem and the need for finding an acceptable solution.

Previous Recommendations for Physical Improvement

In their report on "Present and Proposed Physical Facilities" for Baltimore, the Advisory Engineers on City Plan, discuss the problem as a whole and suggest four methods in improvement without recommending any particular one:

- "1. The modernization of the Camden Wholesale Market, in combination with the Baltimore and Ohio Produce Terminal and the Pratt Street Piers, to provide an all-purpose Market. . . .
- "2. The erection of a new Market at a location outside the high-assessment area. . . . The success of such a Market would be dependent upon the railroads providing new terminals for handling the produce brought in over their lines at their own expense.

¹ This study by S. H. DeVault and R. F. Burdette was principally concerned with possible locations and costs of a consolidated market. It has not been published.

² Abel Wolman, Gustav J. Requardt, and Nathan L. Smith, Advisory Engineers, "Report to the Commission on City Plan of the City of Baltimore on Present and Proposed Facilities," 1942.

³ W. H. Kirkwood, Jr., was Chairman and J. Raymond Buffington, Jr., Secretary, of the 1943 and 1945 commissions.

⁴ "Report of the Commission on Baltimore Wholesale Fruit and Vegetable Markets," July 30, 1946.

⁵ "Minority Report of the Commission on Baltimore Wholesale Fruit and Vegetable Markets," August 2, 1946.

- "3. The expansion of one of the two railroad produce terminals to provide for a truck Market. . . .
- "1. The construction of a new, all-purpose Market area near the center of the city. . . ."¹

The majority report of the Commission on Baltimore Wholesale Fruit and Vegetable Markets recommended:

- "1. That improvements should be made in the wholesale markets in Baltimore.
- "2. That the farmers' market be moved from its present site and re-located in the Camden Market area, providing for a farmers' market to accommodate about 400 trucks together with adequate parking space.
- "3. That the nature of the improvements in the Camden Market area should include the construction of new facilities where economically sound, and the improvement of facilities, including adequate parking space, in the present concentrated area."²

The minority report of the same Commission made these recommendations:

- "1. Improvements are necessary in the Baltimore Wholesale Market Area to relieve traffic congestions and afford space in which the Maryland farmers may dispose of their produce with a minimum of delay and inconvenience.
- "2. The most economical and efficient method of providing relief to the farmers marketing their produce in Baltimore is to make improvements in both the Marsh Market and the Camden Market Areas.
- "3. The improvements to consist of:
 - (a) Marsh Market:
Removal of present platforms and sheds; erection of modern platforms to accommodate trucks; provide parking space for dealers and farmers' trucks patronizing the market area.
 - (b) Camden Market Area:
Widen streets and provide parking area."

Modernization of Marsh and Camden Markets

The first method suggested by the Advisory Engineers and the recommendation of the majority report of the 1945 Commission are essentially the same, in providing for modernization and improvement of the existing Camden Market. This, however, would provide only partial consolidation, and, unless combined with drastic widening of streets in the area, would do little to relieve the congested conditions. Such street widening would further reduce the area available for market purposes and would necessitate large-scale remodeling and reconstruction of existing buildings.³ In addition, the provision of necessary rail connections to stores would create further complications, especially in the *concentrated area*.

¹ "Report to the Commission on City Plan of the City of Baltimore on Present and Proposed Physical Facilities," January 29, 1942.

² The *concentrated area* was defined as the four blocks bounded by Pratt, Light, Hanover, and Perry streets.

³ The widening of Pratt and Hanover streets as part of the City Highway Program would create serious problems in the present market area without any widening of streets within the area.

The minority report of the 1945 Commission proposed modernization of both Camden and Marsh markets for the benefit of farmers alone. In the Marsh Market area, sheds and stores were to be provided for a farmers' market combined with parking areas to be secured by covering Jones Falls or by acquiring land east of Jones Falls. In the Camden Market area a single farmers' shed, parking areas, and the widening of Perry Street were proposed. These proposals provided no solution to the fundamental problems of the market.

Produce Terminals

The third method proposed by the Advisory Engineers would not result in a consolidated market. Neither would it be acceptable, probably, to the major railroads bringing produce into Baltimore, since it would place one or the other in a favored position because of the complexities involved in interchange between railroads and protection of through rates for diversions. Nor does the site of either railroad produce terminal lend itself to possible future expansion without serious interference with other city functions.

New Market in Center of City

The fourth method suggested by the Advisory Engineers was to build a completely new consolidated market in the center of the City, either adjoining the present Marsh Market and utilizing its existing facilities, or adjacent to the President Street Station. In either case, it was estimated that a total area of approximately 40 acres would be required.

The 1945 Commission investigated the building of a new consolidated market of approximately 28 acres adjacent to the existing B. & O. Terminal, incorporating that Terminal and the team tracks between it and Sharp Street as a part of the market area. This scheme was abandoned in making their recommendations because of opposition by the other railroad and some of the dealers.

Of the three proposals, neither the Marsh Market expansion nor the President Street Station location could be considered as meeting the criteria for a satisfactory site. The Marsh Market site, restricted by Gay, Baltimore, and Lombard streets, could only expand to the east by covering Jones Falls. Such expansion would not only interfere with extension of the Fallsway but also with possible construction of an expressway connection to the southeast. Access to the area by railroad could only be had by grade crossings of important streets, further congesting already congested traffic as well as making rail movements themselves difficult. The same criticisms are true of a site north of President Street Station. To the south it would not be possible to secure sufficient land without filling in some portion of the Municipal Pier area and taking over part of the commercial dock area. Except for the possibility of finding a reasonably priced site meeting all the needs, there is no compelling reason for locating the market near the dock area, since boat receipts play an exceedingly small part in market operations today.

The third proposal, a site extending from Pratt to Hill streets and from the B. & O. Terminal to Hanover Street, appears to deserve more serious consideration. A tract of land could be secured and closed to through traffic and which the proposed widening of Pratt and Hanover streets would not affect adversely. It is adjacent to one of the major railroads and service could be provided without grade crossings.

While land costs in this area are high, they should not be excessively higher than the land values where existing market operations are being carried on.

Examination of this proposal, however, shows that the area is long and narrow, interrupted by Camden Street at the north and by Lee Street at the south. A total area of 10 acres, estimated to be required by the Advisory Engineers, can only be secured by further extension to the south or by incorporating property east of Hanover Street; neither would be satisfactory.

The area proposed is within a badly congested traffic district and adjacent to the heaviest concentration of traffic in Baltimore and one of the heaviest on the Eastern Seaboard. The volume of traffic now carried on Sharp Street and other streets within the area, together with all the market traffic added to existing traffic on Pratt and Hanover streets, would probably overburden those streets even if they were widened. Although projected expressways would help to speed traffic through this congested area, they would be of little benefit to a market in the area unless adequate connections were provided for the benefit of market traffic.

The fact that the proposed location is in the most congested traffic area of the City, in itself, would appear to make such a location inadvisable. Other factors against such a location are nearly as serious. Acquisition of sufficient land to meet the present needs of a consolidated market or for expansion to meet future needs probably could not be accomplished without serious interference with through streets and other city functions. The location could be served directly by only one of the major produce-carrying railroads; produce received by the other would require interchange at Bayview Junction, with consequent delay and expensive charges or shipment over a circuitous route ending over the Municipal Harbor line. In addition to these factors the average assessed value of land alone in this area is approximately \$150,000 per acre.

To sum up, the impossibility of securing an adequate area of reasonably priced land with possibility of expansion, access to both major railroads on equal terms, and adequate connections to the expressway system, together with location in the area of heaviest traffic concentration, would make it appear inadvisable to build a new consolidated market in this area.

New Market Outside Center of City

Elimination of the three previous possibilities leaves only the second suggestion of the Advisory Engineers, that a new consolidated market be built outside of the congested high-assessment area.

Such a solution is logical from the standpoint of practicability as well as cost. The present-day concept of *time of travel and accessibility*, rather than that of distance alone, is a vital factor affecting the location of a market. A market properly located with respect to railroads, main highways, expressways, and the major street system of the City actually will be more easily and quickly accessible than one located in the center of the City.

Outside of the center of the City, at a cost economic for market purposes, sufficient land is available to provide not only for present needs, but also for reasonable future expansion to match the City's growth. Development of such an area for efficient market operations can be accomplished without compromises forced by interference with other city functions.

Interest in a New Wholesale Produce Market

If improvement of the Baltimore wholesale market were to be accomplished by building a new wholesale market facility, an important factor to be considered in deciding on the practicability of such a venture would be the extent of interest among the various groups operating in the market and their willingness to use a new market if it were built. For this reason, an attempt was made during the survey to find out the attitude of all interested groups toward such a proposal. In asking dealers about their interest in the development of a new market, most of those questioned answered that they would favor it if all groups would be combined in one market area, if operations in present market areas would be discontinued, and if the project as a whole would be a "good business proposition."

Of the 109 fruit and vegetable dealers operating in all markets, 74 dealers were very much interested in the development of new wholesale produce market facilities; 20 dealers were definitely not interested; 2 dealers would not commit themselves until they saw a definite proposal; 7 dealers expressed doubt as to whether they would be interested; and 2 dealers stated that they planned to retire and discontinue business.

Of the chain stores covered in the survey, it was found that none were interested in moving to a new market. However, several of these chains have headquarters located in other cities and this decision would be made by the management at the main offices. The principal chains of Baltimore have relatively good warehouse facilities with rail connections to them; however, if they moved into a new facility, it would reduce some truck miles on produce procured at the market and would make possible better supervision of these purchases.

Of the 33 independent dealers of poultry and eggs, 10 dealers are interested; one would be interested if the new market were located in the Camden area; 2 dealers stated that they would be interested if a new market were built; and 20 dealers stated that they were not interested. Of the packers handling poultry and eggs, 2 expressed interest in a new market and 7 stated that they were not interested. One hotel supply house expressed an interest in the development of a new market, and 4 hotel supply houses and ship chandlers indicated no interest in a new market at this time.

All farmers and representatives of farmers interviewed in the course of this survey expressed a deep interest in the development of a new wholesale produce market in Baltimore as did truckers bringing produce to the market. Farmers and truckers do not have wholesale facilities in the present market; therefore, they believe that any improvement in the market would not only give them opportunities to reduce their costs but also would increase their volume of sales.

A number of dealers of meat and meat products, as well as wholesale dry-grocery dealers, were interviewed during the survey. Of those interviewed, one large receiver of meat and meat products expressed interest in securing space in any new facility developed in Baltimore. Several other handlers of meat, poultry, eggs, and dry-grocery products expressed interest in the development of new wholesale market facilities. Because of limited time for making the survey, it was not possible to interview all dealers in meat and meat products, dairy products, grocery and other items to determine their interest in the development of a new wholesale produce market.

A number of produce brokers were interviewed during the survey, and they were interested in the development of a new market. Most brokers believe that new market

facilities would improve market conditions and increase the volume of produce moved through the market.

Of the buyers interviewed during the survey, 80% were interested in the development of new market facilities. The remaining 20% had no opinion or expressed doubt that anything would be done about improving the market in Baltimore.

Of approximately 206 persons interviewed, not counting farm groups who were without exception interested in a new market, 63% were definitely interested, 25% were definitely not interested, and 12% either expressed no opinion, would wait and see, or were retiring from business.

The principal reasons for lack of interest by a number of dealers in the development of a new wholesale market are: ownership of property in the market area by dealers in the market; belief that the Camden Market area is the only location for a market in the City; and doubt by many that anything can be done to improve the market.

PART III - WHAT IS NEEDED

Kind and Size of Market Needed

In analyzing the kind and size of market needed if a new consolidated wholesale market were to be built, it is reasonable to assume that a large proportion of the trade interests would use such a market, and that eventually all wholesale produce interests would gravitate there in addition to other businesses related to the market and its operation. This assumption can be justified by the natural inclination of such interests to congregate in the same area, and because a modern efficient market would give operators in such a market a distinct advantage over competitors in obsolete, inefficient facilities.

Stores for Fruit and Vegetable Dealers

Of the 97 dealers in the Camden Market, Marsh Market, and scattered areas, 73 have a similar type of operation and would require the same kind of building. In order to take care of the operations of these dealers, it is recommended that 118 store units be built, all with basements, 3 of the basements to be used for other purposes. Each unit, as shown in Figure 9, would be $22\frac{1}{2}$ feet wide, 60 feet deep, and would have covered loading platforms 24 feet deep in front and 12 feet deep in the rear; platforms and store floors would be at truck-bed height. The ceiling of the store would be high enough to accommodate a mezzanine office, 15 feet by $22\frac{1}{2}$ feet, across the rear. Overhead doors would open practically the whole front of the unit to the platform, and an overhead or other type of door would provide access to the rear platform. The basement, extending under the entire unit including platforms, would be served by power conveyers or elevators. Double house tracks would be provided at the rear platform, with paving between the rails, so that the space might also be used for trucks when not occupied by refrigerator cars. Ripening rooms, coolers, and other special equipment would be provided by each lessee. Experience in other markets has shown this to be desirable because of widely varying requirements.

The remaining 24 dealers have a slightly different type of operation and require less store area in proportion to width of platform. For these dealers, it is recommended that 24 store units, without basement, be built. Each unit, as shown in Figure 10, would be $22\frac{1}{2}$ feet wide, 30 feet deep, and would have a covered loading platform in front 24 feet deep, and in the rear, 10 feet deep. In all other respects these units would be the same as for the first group.

For the 12 dealers now using space solely in the Pennsylvania Produce Terminal, it is recommended that there be built 12 store units of the type and size first described, but without basements. It would be advantageous to these dealers if their facilities were located adjacent to the auction building.

Auction

The maximum square footage of produce-piling space for an auction in Baltimore would require a building approximately 157 feet long and 96 feet wide, including a small amount of platform and tail-gate space at one end of the building.

SUGGESTED PLAN FOR A WHOLESALE PRODUCE STORE

FIGURE 9

22 1/2' X 60' UNIT

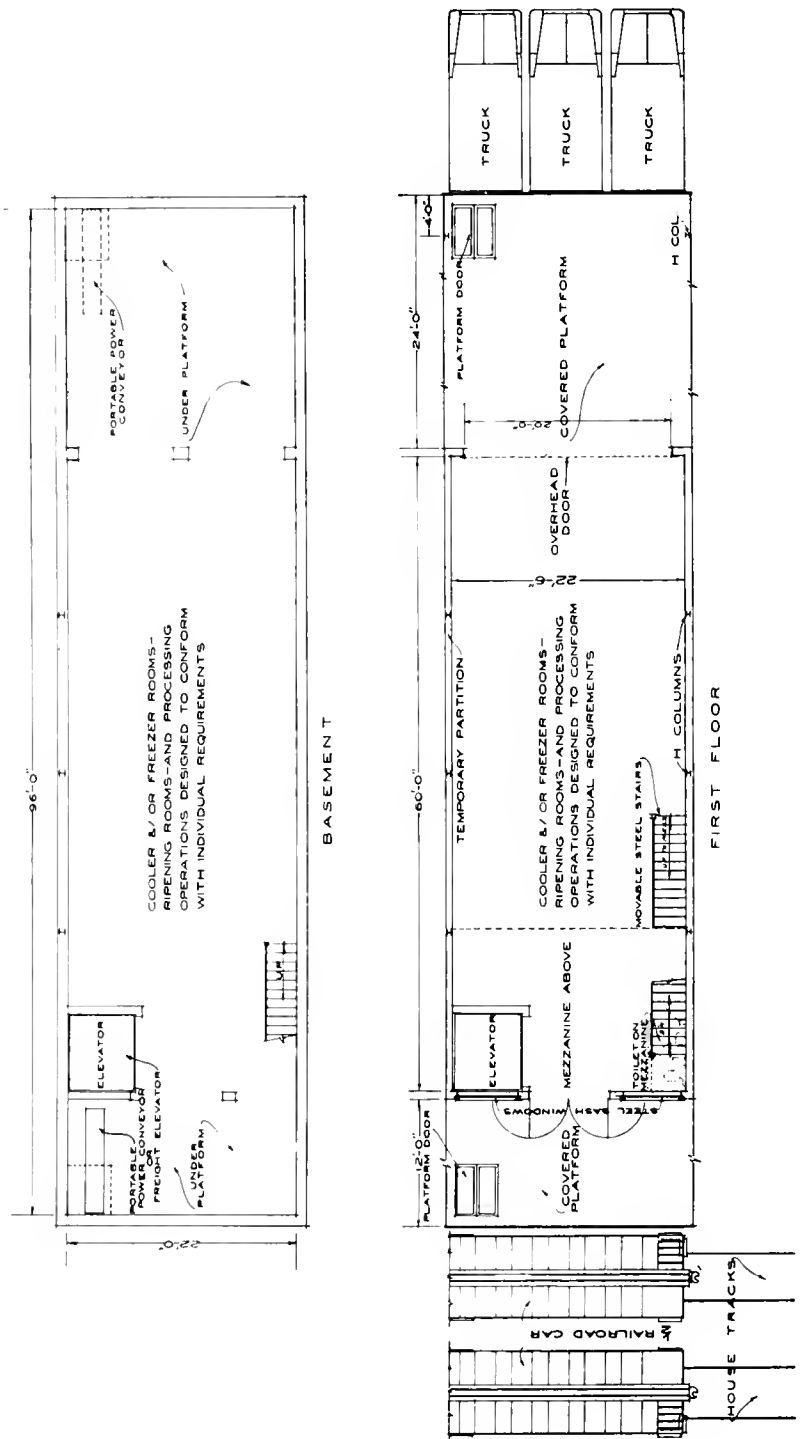


FIGURE 10
 SUGGESTED PLAN FOR A WHOLESALE PRODUCE STORE
 22½' X 30' UNIT

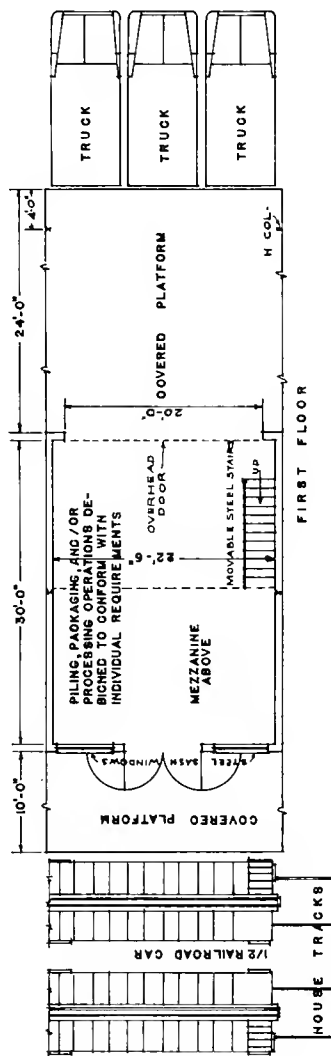
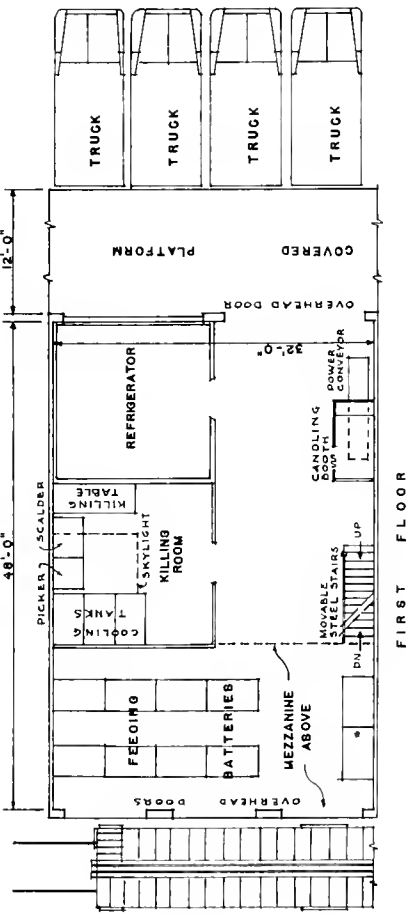


FIGURE 11

SUGGESTED PLAN OF A WHOLESALE POULTRY AND EGG STORE

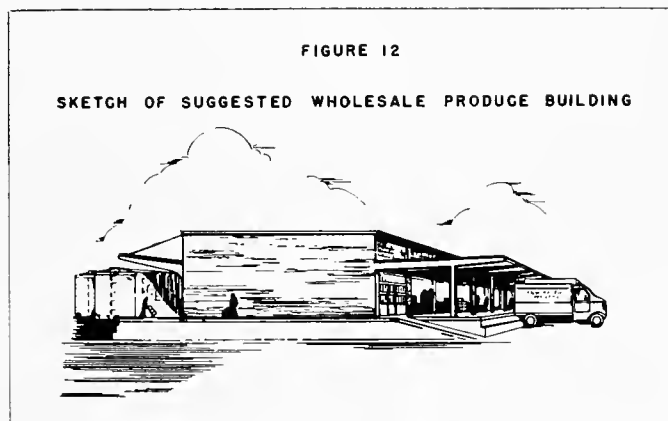
32' X 48' UNIT



No basement would be required. Double house tracks on both sides would provide sufficient space to place about 14 cars. The floor of the building would be at car-door height to permit efficient and economical unloading of produce on the sales platform and the loading of trucks when sales are completed. On the second floor, offices for the auction company and others would be provided, and also an auction room containing approximately 1,500 square feet, seating at least 150 people.

Stores for Poultry and Egg Dealers

Since dealers in poultry and eggs are less dependent on each other than fruit and vegetable dealers, it is recommended that store units be built at first only for the 10 dealers expressing a definite interest in a new market. For these 10 dealers, 11 store units should be built. Although dealers occupying only 6 of these units would require basements at present, it is recommended that all units have basements in order to provide for flexibility in case of future changes. These store units, as shown in Figure 11, would be similar to those of the fruit and vegetable dealers, except that the width would be 32 feet, the depth 48 feet, with 12-foot covered platform at the front and none at the rear. As in the fruit and vegetable stores, poultry and egg dealers would provide their own coolers and other special equipment.



Stores for Meat, Fish, and Related Products Dealers

Although all wholesale dealers in meat, dairy products, fish, grocery, and other items were not interviewed in the course of the survey, 2 dealers in meats, poultry, and grocery items, as well as butter and certain other products, were interested in securing facilities in a new market. One other dealer who handles a sizable volume of meats and who is operating in a relatively modern facility indicated that he might be interested in renting space in a new market.

Most wholesale meat and fish dealers now have very substantial investments in cooler and freezer space, and therefore the number of these dealers who would eventually move to the new market would depend to a large extent upon the development of alternative uses for their present facilities. Eventually, however, it is expected that most of the independent meat, fish, and dairy-product wholesalers would require space in the new market.

For the 3 dealers who have indicated an interest in acquiring space in the new

market, it is recommended that 9 store units, similar to the store shown in Figure 9 except with 10-foot front platform and no rear platform, be constructed, and that ample room be left available in the immediate area for a large amount of expansion of similar facilities at a later date. These units would be $22\frac{1}{2}$ feet wide and 86 feet deep, without rear platforms but with a 10-foot covered platform at the front. Mezzanine offices would be included in the rear of the building, or possibly above coolers or freezers in other parts of the building.

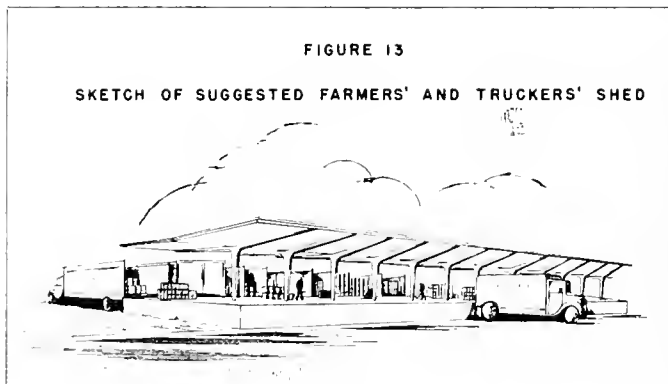
Farmers' and Truckers' Sheds

Farmers and truckers coming to the Baltimore market with produce for sale and trucks coming to procure supplies will need some space in the market to conduct their business. Because no such facilities are available to them in the present market, it is difficult to determine the extent of the facilities needed for them if a new market were built.

It has been estimated that from 40 to 60 large trucks frequent the Baltimore market on a more or less regular basis to dispose of produce brought to the market and to procure supplies to haul to other market outlets.

Some farmers may wish to sell direct to buyers occasionally for the purpose of checking prices; others may wish to dispose of all of their produce in this way, although this practice has been declining in all terminal markets as the farmer's time becomes more valuable.

Because of the uncertainty as to the use to be made of these facilities, it is recommended that not more than 80 farmers' and truckers' sheds be constructed at first.



These sheds would be of centerpost construction, with roofs about 24 feet wide, and a raised platform underneath 12 feet wide and running the entire length of the shed, as shown in Figure 13. Farmers and truckers would back their trucks against one side of the platform under the overhanging roof and unload at least a portion of their merchandise on the platform for display. Sheds would be constructed in multiples of two, with the lane between at least 60 feet wide reserved for buyers. This would permit buyers to park perpendicularly when picking up produce at the farmers' stalls. The sellers' lanes would be not less than 80 feet wide, which would permit farmers and truckers to back up to their stalls on either side of the sellers' lane, while traffic continues to move in the center.

Streets

The principal streets between wholesale stores should be at least 140 feet wide with parking space in the center. Other market streets should be from 60 feet wide where no parking is permitted, up to 100 feet wide where parallel parking is permitted. Streets in the team-track yards should be not less than 80 feet wide, center to center of tracks. All streets should be paved.

Parking Space

To provide parking space sufficient to care for the needs of trucks and passenger cars owned by wholesale dealers, brokers, employees, buyers, farmers, and others who use or visit the market, a minimum of 500 spaces should be provided over and above the 450 spaces in the center of the streets between wholesale buildings. The center spaces would be used primarily for buyers' or sellers' vehicles.

The 500 spaces should be distributed near the office building and other structures. A definite parking area should be set aside for the automobiles of dealers and their employees, in order to prevent them from parking in the front or rear of their stores or in the parking space in the center of the street.

Rail Facilities

Although there are certain types of operations and commodities for which team tracks are preferred, it is estimated that at least 65% or more of the cars of produce received by dealers in Baltimore will need to be placed on the tracks in the rear of the dealers' store buildings. Double house tracks are recommended for all wholesale store buildings, except that a single track may be sufficient to meet the needs of the 24 dealers using stores 22½ feet wide by 30 feet deep. On this amount of trackage, approximately 142 cars could be placed in the market area each morning before the market opens.

Although a number of dealers may not need as much trackage to their stores as provided, it is recommended that all trackage be placed when the buildings are built, since it would be much more costly to tear up the pavement and place trackage at a later date. Moreover, the cost of trucking even a few cars annually from team tracks to stores will more than offset the annual charge necessary to amortize the initial investment in trackage.

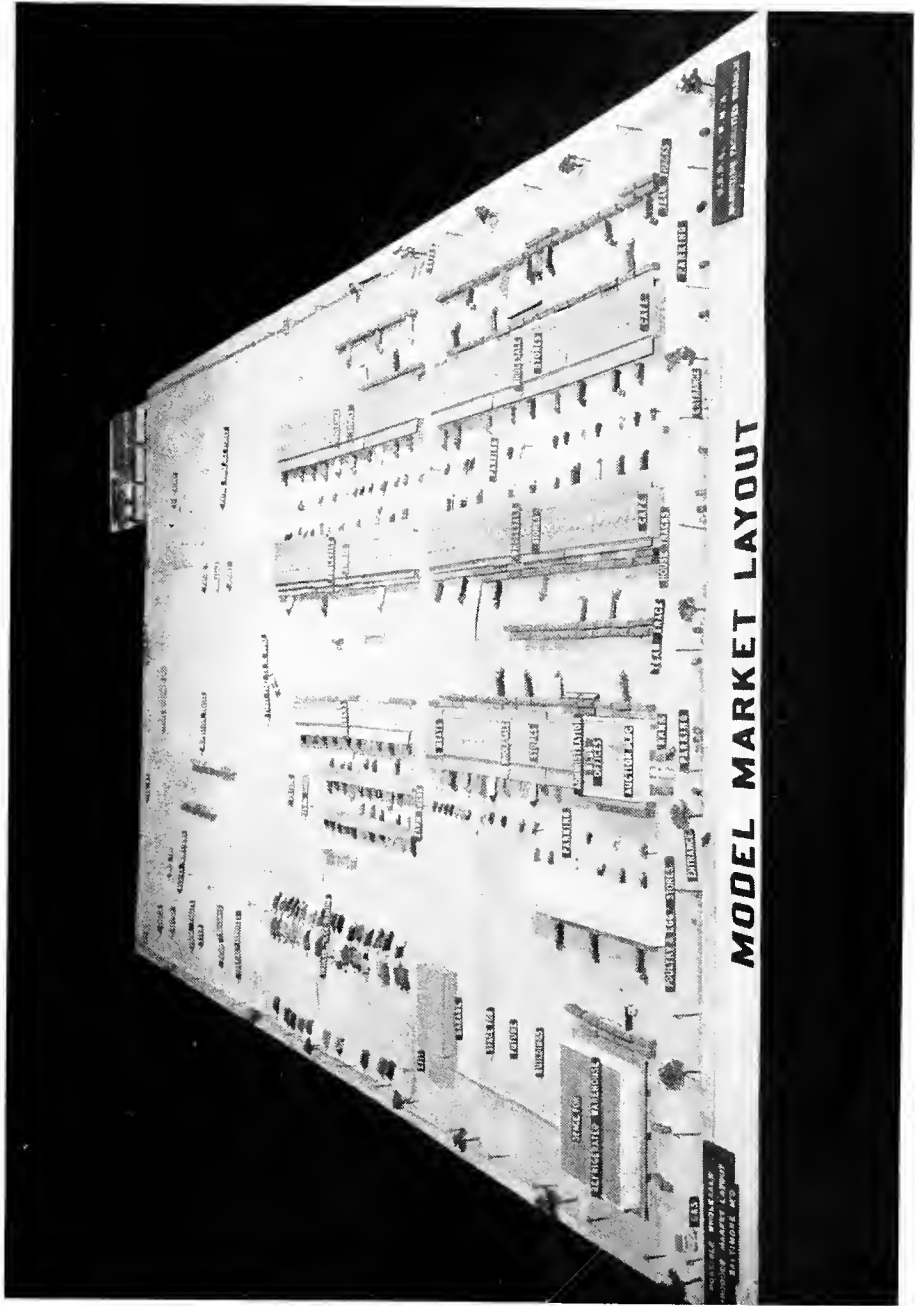
In addition to the direct rail connections to stores and other facilities, team tracks should be provided within the area. It is estimated that a team-track capacity of 300 cars would satisfy all needs. However, it would be advisable to provide for possible future expansion.

Other Facilities and Services

Office space will be needed for the market management, brokers, inspectors, and other public and private agencies concerned with market operations. No attempt was made to determine the ultimate amount of office space which might be required. The second-floor space to be built above the auction building, however, should be sufficient for these offices as well as auction, railroad, and other needs. It should contain, in addition to office space, toilet facilities for office employees, and should have a separate means of access.

At least three restaurants will be needed in the market area. One could be located in a basement and two on the first floor of two additional store units built as part of

FIGURE 15
MODEL MARKET LAYOUT



one or more wholesale buildings. Operation of the restaurants should be leased to a responsible experienced individual or firm.

An employees' room and space for storage of supplies needed in the operation of the market should be located near the management office or in unused basement space of one of the store buildings.

In addition to toilet facilities in dealers' stores, office space, and other buildings, public toilet facilities should be provided for farmers, truckers, buyers, market employees, and others who frequent the market. These facilities may be located in the basement of other buildings.

Related Services

A public garage and one or two service stations operated either by the same or different lessees should be included in the market area in the future, if not at the beginning.

In addition to the refrigerated space which most dealers will want in their stores, there will be a need for a public cold-storage building. This facility would be operated by a private lessee and would serve customers outside the market area as well as those in the market itself. No analysis was made of the immediate need for this facility, but, in any case, its eventual inclusion should be planned for at the start.

A number of related businesses and services might wish to be accommodated in a new market, such as, a telegraph office, branch bank, and new- or used-container store. Space for these could be provided, as need arose, either as a part of or adjacent to other buildings.

Market Layout and Arrangement of Facilities

In order to determine the area required in a new market for facilities needed now, as well as a reasonable amount of space for future expansion, a suggested layout with scale models was made on a hypothetical site, as shown in Figures 14 and 15. To accommodate the facilities needed now, a tract of about 70 acres is required with about 14 acres additional for future expansion.

In the hypothetical layout, a tract of land 2,500 feet long and 1,450 feet wide was used. Although there is some flexibility in the arrangement of facilities in the market, any change in layout would not materially reduce the acreage required; under certain circumstances the acreage might be increased.

The entire market area should be enclosed with a fence to aid in policing the market and in enforcing market regulations.

Financing and Management

A new, consolidated wholesale produce market for Baltimore could be built and operated in a number of different ways. In selecting the proper method, it should be kept in mind that, because of the need for wholesalers to be located in one area, a market once established and fully occupied, is virtually a monopoly. This fact, under certain conditions, might result in loss of the savings made possible by a new market.

Private Corporation

Construction and operation of the market might be undertaken by a private individual or corporation for profit. A large number of markets have been built and

operated in this way. Some have been successful but a majority have been weak in one or more of the operational principles of a good market. There is a tendency to subordinate good *market* management to management for revenue only, and the savings that should be derived from an efficient market accrue to the owners of the property instead of being passed on to the dealers, producers, and consumers. Moreover, the management may not be conversant with or particularly interested in the produce business, and may put into effect undesirable rules and regulations, or may fail to make the necessary expenditures for proper maintenance and technical improvement.

Nonprofit or Limited Dividend Corporation

A market built and managed by a nonprofit or limited dividend corporation could be successful if the stock were held by tenants and others directly interested in the market, and ownership of the stock passed on with tenancy. The nonprofit or limited dividend aspect would prevent unduly high rents, and ownership of the market by those directly interested in it should guarantee management in the interest of the entire market. This method is being considered in Houston, Texas; St. Louis, Missouri; and Columbus, Ohio. It would have, however, no power of condemnation.

Farmers' Cooperative

A farmers' cooperative association might build and operate the market. This, however, probably would not be desirable in Baltimore where the greater part of the volume of business, as well as revenues to operate the market, would be derived from wholesale dealers rather than from farmers. Since the dealers, as nonproducers, could not be members of the cooperative, profits derived from the operation of the market facilities would not be shared by them, and, from their standpoint, the market might as well be built and operated by a private corporation.

City or State Agency

The market might be financed and managed directly by the City, State, or some other governmental agency. It is doubtful whether this would be acceptable in the case of the Baltimore market because of the rather unusual relationship of the City of Baltimore to the State. While the City contains a large percentage of the State's population, it occupies only a very small percentage of the State's area. Objections probably would be raised to expenditure of State funds for the benefit largely of the City alone, and the City, on the other hand, might not care to have so vital a function controlled entirely by the State. Similar objections probably would be raised in the case of City control. The market serves an area even larger than the metropolitan district and receives produce from all parts of the country as well as Maryland; these elements might fear that their needs would not receive full consideration since they would have no voice in the City Government.

Nonprofit Public Corporation

Another way in which the market might be financed and operated is by means of a nonprofit public corporation similar to those in Connecticut or Virginia, or to the recently organized Lexington Market Authority¹ in Baltimore. This type of corporation has many advantages: 1. It permits representation of all interested groups and

¹ A City market for retail only. Chapter 863, *Laws of Maryland*, 1945.

agencies in the building and management of the market. 2. It is definitely interested in the efficient operation of the market for producers, dealers, and consumers, rather than for revenue alone. 3. It can have the necessary attributes of a governmental agency, such as power of condemnation and the right to receive loans or grants of Federal or State funds, together with many of the advantages of freedom of action of a private corporation. 4. It has opportunities for financing not usually open to private corporations. 5. It can be set up so that no obligation is assumed by the taxpayers for its financing, while it pays taxes, like a private corporation, to the community where it is located. 6. Leases can be made renewable and transferable under certain conditions in order that the interest of the lessee may be protected.

This method of building and operating a market is being used in Hartford, Connecticut, and Richmond, Virginia. It is in many ways the most suitable for the purpose, since its quasi-governmental character insures operation in the interest of all, while its private characteristics provide a more flexible means of operation and management.

Management

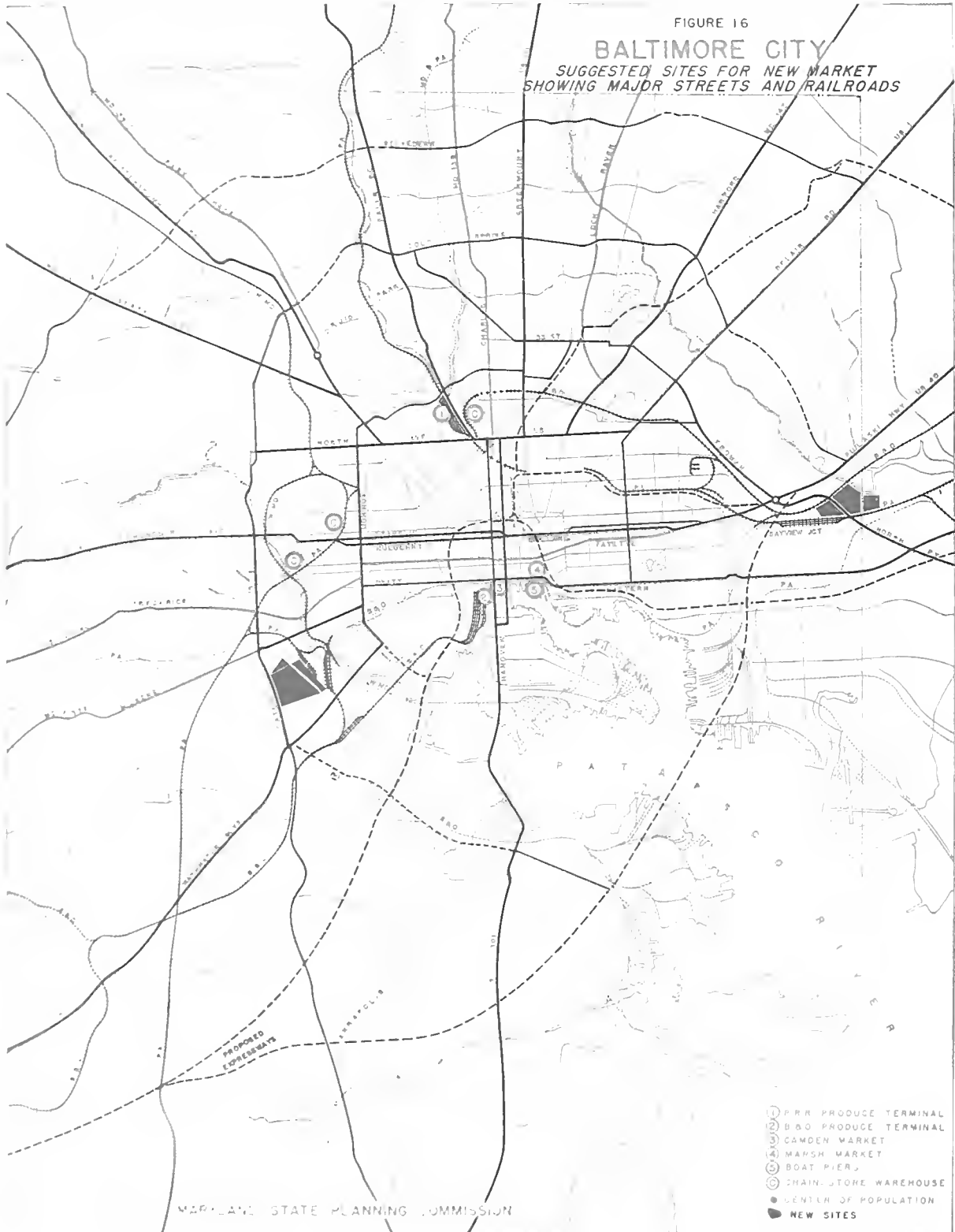
Many groups and interests are concerned with the type of management placed in control of a central wholesale produce market such as that proposed for Baltimore. Wholesalers, growers, transportation companies, retailers, consumers, and sellers from distant areas all have a large stake in market management as it affects efficient distribution. The City and other governmental agencies have an interest in the market from the standpoint of revenue, planning of traffic on streets and highways, and enforcement of regulations with respect to inspections, sanitation, and numerous other laws governing the handling of food products. The municipality also has an interest from the standpoint of general improvement and increase in the business conducted within its boundaries. The investors comprise another group which is greatly concerned with the success of the market. Whether the funds are derived from a private or a public source, the investors have a right to expect the market to be constructed and operated in such a manner that their investments will be properly protected.

In order that the interests of all of these groups may be protected, it is important that the directors of the organization operating the market not only be representative of the various segments of the industry, but also be primarily interested in the business conducted by the market itself. Representation of the various groups on the management board should be in proportion to the amount of their interest in the market and to their contribution to its financing and liquidation. The success of the market as a business undertaking, and the achievement of the purposes for which the market was built, will depend to a great extent on the policies determined by the management board and on the manager appointed by them.

The importance of securing a well-qualified manager can hardly be overemphasized. His function is not only to carry out the policies set by the board, but to guide the day-to-day operations so that the market functions smoothly. He should also assume the responsibility for liaison between the market and other agencies which might contribute toward its success, or which are concerned with its operation. Besides his other duties, the manager can play an important part in bringing new business

to the market and in finding additional outlets for the commodities handled on the market.

The construction and operation of a wholesale market of the kind and size needed by Baltimore is a sizable business undertaking. Properly organized and intelligently managed it should achieve the results visualized, *improvement in efficiency and economy in handling*, which would be of benefit to producer, dealer, and consumer alike.



PART IV - WHAT SHOULD BE DONE

Possible Locations for a New Market

In considering the location for a new consolidated market outside of the center of the City,¹ all possible sites were investigated and checked against the following criteria:

1. A site of 75 to 90 acres which could be acquired and made ready for building at a reasonable cost.
2. A site which would be accessible to both major produce-carrying railroads.
3. A site which would be accessible to highways, to proposed expressways, and to the major street system of the City.
4. A site which would not interfere with plans for the City's present and future development.

Of the locations investigated only two met all of the criteria. These two are presented as possibilities only; no attempt was made to find out from the owners whether these sites would be made available or at what price. These questions, together with detailed study of the sites in relation to the layout of market facilities on them, appeared to be more properly the function of whatever organization is formed to build and operate the market.

Location A—St. Mary's Industrial School

This location is readily accessible to both present and future highways and streets. The proposed extension of Patapsco Avenue would serve as a connection to the proposed expressways and Caton Avenue would connect it to the major radial and circumferential street system. Situated on the existing Highway U. S. 1, by which most of the truck receipts from the south arrive and to which receipts from the west could be readily diverted, its accessibility would not depend entirely upon future highway construction.

Both the Pennsylvania and the B. & O. railroads would have access to this location, since both now serve the Union Stockyards which adjoin this area on the east. A right-of-way across a short stretch of intervening property and an underpass, or other crossing, of De Soto Avenue would have to be arranged if the site were confined entirely to the west of De Soto Avenue. This, however, would not appear to be unduly difficult or expensive.

All utilities are available in the streets bordering the site. Public transportation to the site is adequate and living accommodations for market employees in the vicinity should also be adequate, since both the Union Stockyards and an adjacent industrial area employ the same general type of labor.

¹ All possibilities within the center of the City were also investigated. It was at first thought possible that advantage might be taken of areas marked for redevelopment or other areas within the blighted section of the City where land might not be too expensive. It was not found possible, however, to work out a site of sufficient size without serious interference with the City's major street pattern and established industrial areas.

FIGURE 17
POSSIBLE LOCATION FOR NEW MARKET
LOCATION A

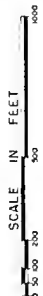
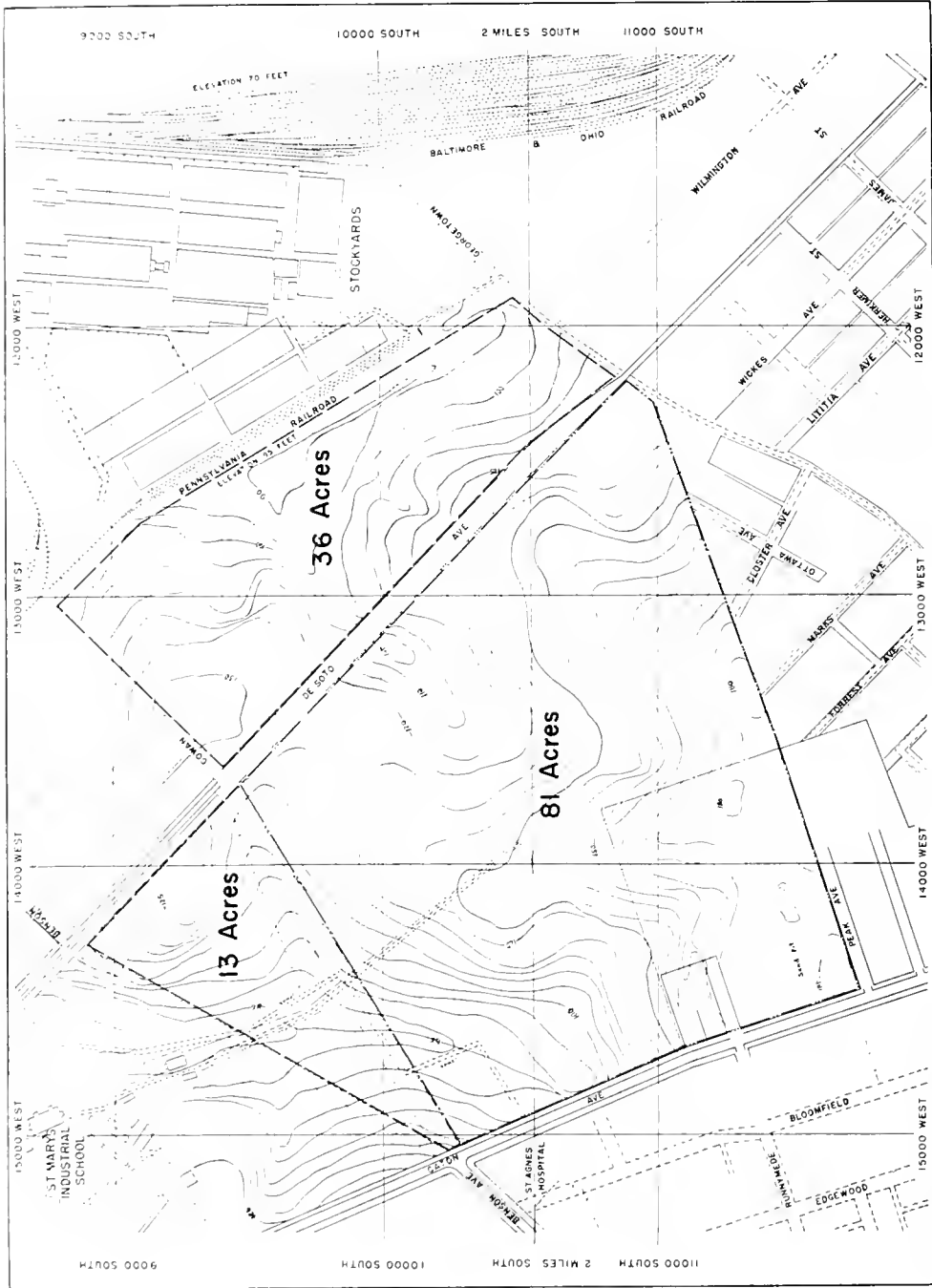


TABLE 5
ESTIMATED COST OF SITE A
(dollars)

	<i>81 Acres</i> ²	<i>13 Acres</i> ³	<i>36 Acres</i>
Assessed value ¹			
land.....	123,000	19,500	61,100
buildings.....	3,000	—	—
Total assessed value.....	126,000	19,500	61,100
Estimated acquisition cost.....	190,000	30,000	92,000
Grading and other costs ⁴	450,000	71,500	198,000
Estimated total cost.....	640,000	101,500	290,000
Average assessed value per acre.....	1,550	1,500	1,700
Average estimated total cost per acre.....	7,900	7,800	8,100

¹ 1943 assessment.

² All except about \$5,000 of assessment is tax-exempt.

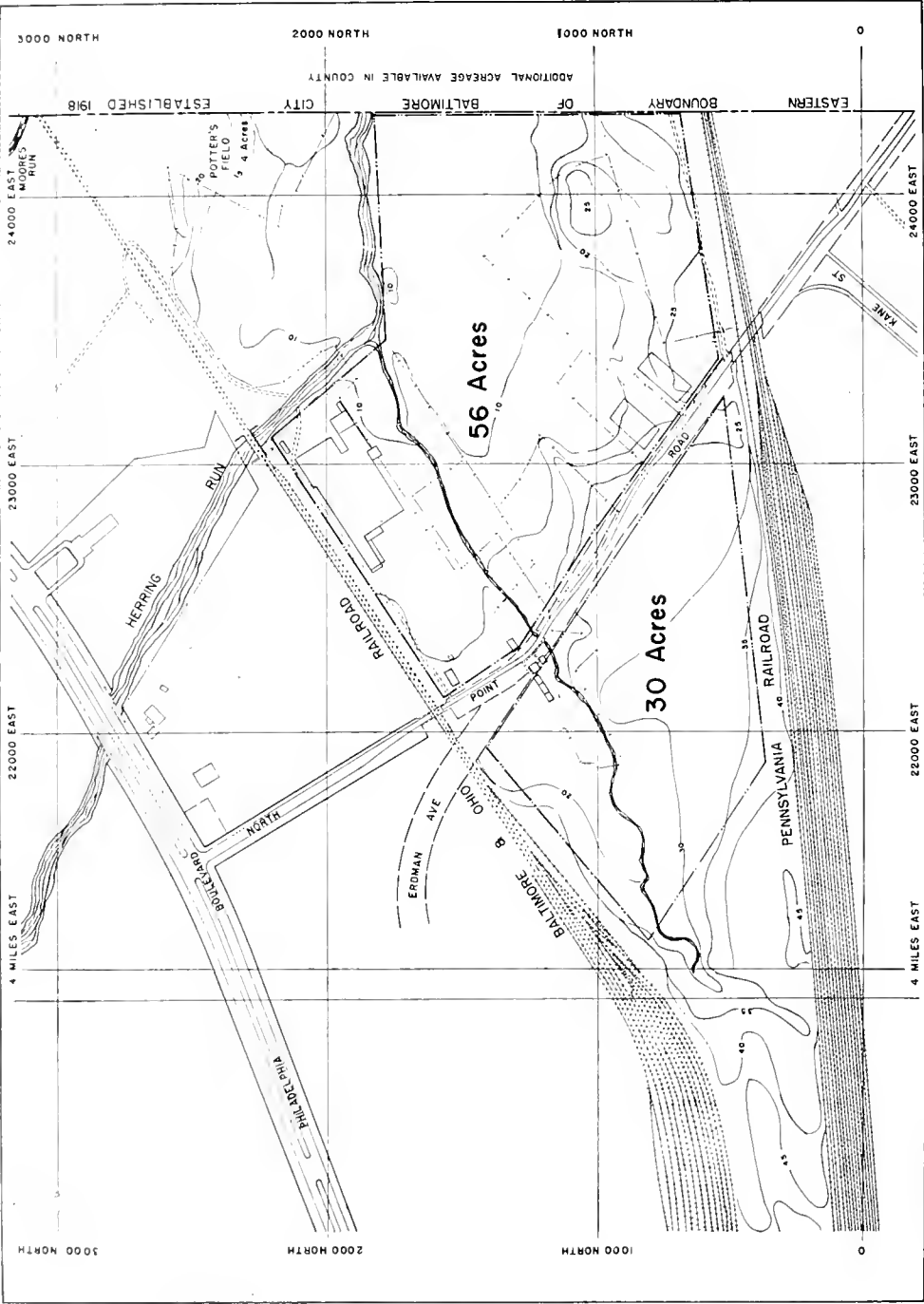
³ All tax-exempt.

⁴ Does not include right-of-way, trackage, and other costs for railroad access.

This location offers several possible combinations for a site. Approximately 81 acres in one piece are available west of De Soto Avenue and south of the proposed Benson-Cowan connection. While this is only 3 acres less than the 84 acres estimated to be necessary, the land is rolling, and some area would be lost by slopes necessary in grading the site. It would be possible to extend the site to a total of 94 acres by connecting Benson Avenue on the west to Benson on the east, instead of to Cowan; or it would be possible to use the 36-acre tract east of De Soto Avenue with approximately 50 acres to the west of it. This might be the most desirable combination, especially since De Soto Avenue, which is not a major street, might be closed and its 2 or 2½ acres added to the site. If this combination were selected, it would also be possible to reserve a strip along Caton Avenue and the proposed Benson-Cowan connection for residential or other purposes.

The disadvantages of this location are comparatively few. The zoning would have to be changed since it is now zoned for residential purposes. The site would require considerable grading and other work to prepare it for building. This, however, would not be difficult; and even though somewhat costly, the cost per acre, ready to build on, would be very reasonable. Some objection to its use for market purposes might be raised because of its proximity to St. Mary's Industrial School on the north and to St. Agnes Hospital across Caton Avenue on the west. Neither of these, however, is so near that the market would be a nuisance. A screen of planting on the west and north probably would answer any objection; if the combination site mentioned above were selected, the strip reserved along Caton Avenue and the Benson-

FIGURE 18
POSSIBLE LOCATION FOR NEW MARKET
LOCATION B



Cowan connection would insulate the market area from these institutions.

For the purpose of estimating the cost of a site in this location, prepared for building, it has been assumed that the acquisition cost would be 50% above the assessed valuation, and that grading and other costs would approximate \$5,500 per acre. From Table 5 the estimated total cost of a single site or combination of sites, ready to build on, may be calculated.

Location B—North Point Road

The accessibility of this location to existing major highways and streets is slightly less favorable than Location A. This slight disadvantage is offset, however, by its accessibility to the proposed expressways. Erdman Avenue and its cloverleaf connection to Pulaski Highway (U. S. 40) would give this location easy accessibility to the City's radial and circumferential street system.

Both the Pennsylvania and the B. & O. railroads would have excellent access to this location since it adjoins Bayview Junction. The tracks of both lines are at an elevation considerably higher than the land available for the market, and railroad access to this location would involve grades which would reduce the usable area somewhat, as well as cause some difficulty in switching. These, however, are not major difficulties.

Utilities are available adjacent to this location, but public transportation and living accommodations for market employees are not available in the immediate vicinity. However, the industrial sections of Orangeville and Highlandtown, employing the same general type of labor, are not far distant, and it is assumed that adequate public transportation to the market would be provided if it were established in this location.

This location would provide two possible combinations for a market site. The 30 acres (or more if required) west of North Point Road could be used for related businesses, such as wholesale groceries, and the 56-acre tract on the east side of North Point Road could be used for the wholesale produce market. Separated in this way according to function, the intersection of the area by North Point Road would not be too serious. It would also be possible to extend the 56 acres east of North Point Road across the City line into Baltimore County in order to obtain a single area of the requisite size. In this case it might be possible to straighten Herring Run so that a more nearly rectangular site could be secured. Some problems probably would arise because of the combined City and County jurisdiction but these should not be serious.

All of the land in this location is comparatively level and few problems would be encountered in preparing it for building. There is some danger of flooding from Herring Run, but raising this part of the site or using other means to protect it would not be unduly expensive. The entire area is zoned for industrial use so that no problem of rezoning would be encountered in this location.

The disadvantages of a site in this area are its somewhat isolated location, its present lack of public transportation facilities, and its distance from adequate housing accommodations for market employees. These problems, however, probably would solve themselves with the continued expansion of the City to the southeast, accelerated by the construction of the market itself.

The basis for estimating the cost of a site in this location, ready for building, is the same as for Location A, except that the cost of grading is estimated to be not more

than \$3,000 per acre. From Table 6 the estimated total cost of a single site or combination of sites, ready to build on, may be calculated.

TABLE 6
ESTIMATED COST OF SITE B
(dollars)

	30 Acres ²	56 Acres	30 Acres ³ (County)
Assessed value ¹			
land	28,000	21,500	12,000
buildings	1,000	125,500	—
Total assessed value	29,000	147,000	12,000
Estimated acquisition cost	43,500	220,500	18,000
Grading and other costs ⁴	45,000	150,000	90,000
Estimated total cost	88,500	375,500	108,000
Average assessed value per acre	1,000	2,600	400
Average estimated total cost per acre	2,950	6,700	3,600

¹ 1943 and 1944 assessments except for two parcels in 56-acre tract. The two 30-acre tracts were estimated since assessment data were not complete.

² West of North Point Road; partially tax-exempt.

³ East of City line.

⁴ Does not include trackage.

Estimated Costs and Revenue Needed for a New Consolidated Wholesale Market

Cost of Land

Although the actual cost of a site for a new market would depend on a number of factors which cannot be determined at the present time, it would appear reasonable to assume, from analysis of assessed valuations and other costs, that the total cost, ready to build on, would not exceed \$9,000 per acre. For a site of 84 acres this would make the total cost of land approximately \$750,000. Although this figure is variable it will be used for calculating various costs in the tables which follow.

Cost of Construction

The estimated costs of market buildings, paving, and utilities, shown in Table 7, are based on estimated costs for the Baltimore area as of July 1948. The number of units, amount of paving, and utilities are based on the construction recommended for the start of the project, as shown in the hypothetical layout of the market, Figure 14.

Annual Cost of Operation

If the market is to be built without contribution from City, State, or Federal

TABLE 7
ESTIMATED COST OF CONSTRUCTION

<i>Item</i>	<i>Number of Units</i>	<i>Cost per Unit (dollars)</i>	<i>Total Cost (dollars)</i>
Store units 22½'x60' with basements ¹	118	16,125	1,902,750
Store units 22½'x60' without basements	14	12,500	175,000
Store units 22½'x30' without basements.....	24	8,500	204,000
Store units 32'x48' with basements.....	6	14,750	88,500
Store units 32'x48' without basements.....	5	11,350	56,750
Store units 22½'x86' without basements.....	9	13,250	119,250
Auction building, 2 stories.....	1	—	190,000
Farmers' and truckers' sheds.....	80	1,000	80,000
Equipment in public toilets.....	—	—	3,000
Paving (asphalt).....	—	\$2 per sq. yd.	560,000
Storm and sanitary sewers.....	—	—	35,000
Floodlights	—	—	5,000
Team tracks.....	—	\$8 per linear ft.	252,000
Spur tracks to stores.....	—	\$8 per linear ft.	126,000
Fence and gates.....	—	\$3 per linear ft.	28,000
<i>Subtotal</i>			3,825,250
Architects' and engineers' fees (6%).....			229,500
ESTIMATED TOTAL CONSTRUCTION COST			4,054,750

¹ One basement to be used for restaurant, 2 basements for toilets, 2 first-floor units for restaurants.

governments, the entire cost will have to be amortized over a period of years. Since a market, once established, is a very stable business it is practicable to extend the amortization period for as long as 40 years.¹ Interest rates might vary from 2% to

¹ The Lexington Market Authority is given permission to issue bonds to mature "not exceeding forty years from their date or dates." Chapter 853, *Laws of Maryland*, 1915.

TABLE 8
ESTIMATED ANNUAL MANAGEMENT EXPENSES

<i>Salaries and Per Diem</i>		
	<i>Number</i>	<i>Annual Cost (dollars)</i>
Market manager	1	12,000
Assistant market manager	1	6,000
Market police	4	10,000
Secretary-clerks	2	4,500
Truck drivers	2	6,000
Sweeper and shovelers	2	4,000
Janitor	1	2,000
Per diem of board members		1,000
Total salaries and per diem		45,500
<i>Other Operating Expenses¹</i>		
		<i>Annual Cost (dollars)</i>
Depreciation on trucks		1,000
Gasoline, oil, repair, and upkeep		1,500
Light and power		3,000
Water		500
Replacement and upkeep		10,000
Insurance		6,000
Heat and gas		1,500
Telephone and telegraph		1,000
Travel expenses of board members		1,000
Miscellaneous expenses		1,500
Total other expenses and charges		27,000
TOTAL ANNUAL OPERATING EXPENSES		72,500

¹ For management only. Individual charges for water, gas, telephone, and other utilities would be paid directly by each dealer.

4% but probably would be in the neighborhood of $2\frac{1}{2}\%$. However, to be conservative, it is assumed that the amortization period would be 30 years and the interest rate 4%.

It is assumed that the market would pay taxes just as would any other industry in Baltimore. These have been calculated at the 1948 City tax rate of \$2.85 per \$100 of assessed valuation, plus the State tax of \$0.10, using the total cost of land, less grading and other costs, and the total cost of construction, less architectural and engineering fees. No special taxes, such as a special paving tax, have been included; these would not be significant in any case. While it is reasonable to assume that the actual assessed valuation would be somewhat less than the value used, it was considered advisable to use the full amount in these calculations.

In addition to amortization, interest, and taxes, there will be other direct expenses in operating the market facilities. Table 8 shows the estimated annual management expenses that might be expected in the Baltimore market.

The total annual operating cost for amortization, interest, taxes, and direct operating expenses are summarized in Table 9.

TABLE 9
ESTIMATED TOTAL ANNUAL OPERATING COSTS

Amortization on the land and construction cost of \$4,804,750 over 30 years at 4% interest.....	\$278,000
Taxes on land value of \$300,000 ¹ and improvements of \$3,825,250 at \$2.95 \$100 ..	121,500
Direct operating expenses	72,500
TOTAL.....	\$472,000

¹ Not including grading, architectural and engineering fees, and related costs.

Annual Revenue Needed

The total annual operating costs, plus a reserve for contingencies, represent also the total annual revenue which must be obtained from those operating in the market if the market is to be self-supporting on the same basis as any other industry. Table 10 shows the estimated total annual revenue prorated to the various facilities. These charges would, of course, be reduced as additional revenue becomes available from additional facilities, or from the leasing of land to operators of various related services who would build their own facilities.

Comparison of Rental Charges with Other Cities

Although a new consolidated market for Baltimore should stand on its own feet financially and otherwise, it is interesting to compare the rental charges estimated to be necessary for Baltimore with those being charged, or proposed, for comparable facilities in other cities. Based on a *standard* fruit and vegetable store unit, Table 11 shows rental charges in a number of cities together with other pertinent information.

TABLE 10
ESTIMATED TOTAL ANNUAL REVENUE NEEDED

<i>Type of Facility</i>	<i>Number of Units</i>	<i>Charge Per Unit (dollars)</i>	<i>Annual Revenue (dollars)</i>
Store units 22½'x60' with basements ¹	115	2,800	322,000
Store units 22½'x60' without basements, used for restaurants	2	3,200	6,400
Basement for restaurant ¹	1	2,500	2,500
Store units 22½'x60' without basements	15	2,200	33,000
Store units 22½'x30' without basements.....	24	1,500	36,000
Store units 32'x48' with basements.....	6	2,500	15,000
Store units 32'x48' without basements.....	5	2,000	10,000
Store units 22½'x86' without basements.....	9	2,400	21,600
Farmers' and truckers' sheds.....	80	2	12,000
Revenue from produce auction space.....	15,000 sq. ft.	1.00	15,000
Office space above produce auction.....	13,500 sq. ft.	1.20	16,200
Space for service station ³	—	—	3,000
Space for other related services ⁴	—	—	—
ESTIMATED TOTAL ANNUAL REVENUE			492,700
ESTIMATED TOTAL ANNUAL OPERATING COSTS ..			472,000
RESERVE LEFT FOR CONTINGENCIES			20,700

¹ One basement of 118 units to be used for restaurant, and two basements to be used for toilets.

² Assumes 10 stalls will be rented at \$150 per year, 2,000 trucker days at \$2 per day, and 2,000 farmer days at \$1 per day.

³ Land rental only. Building and other equipment would be furnished by lessee.

⁴ Such as garage and refrigerated warehouse, which would be built by private operators in future.

TABLE 11
RENTAL CHARGES IN OTHER CITIES

City	Year Built	Size of Store Unit	Units Include			Direct Rail Connections	Annual Rent per Unit (dollars)
			Base-ment	2nd Floor	3rd Floor		
Cleveland	1929	20' x 75' ¹	yes	yes	no	no	2
Chicago.....	1925	24' x 80' ³	yes	yes	yes	no	4
Buffalo	1930	24' x 70' ⁵	yes	yes	no	no	6
Denver.....	1939	22' x 60' ⁷	yes	no	no	yes	8
Providence.....	1928	15' x 60' ⁹	yes	yes	no	yes	1,850 ¹⁰
Kansas City.....	1939	22½' x 60' ¹¹	yes	no	no	yes	12
St. Louis.....	13	22½' x 60'	yes	no	no	yes	2,180
Columbus.....	13	22½' x 60'	yes	no	no	yes	2,300
Richmond	14	22½' x 60'	yes	no	no	yes	2,000
Houston.....	13	22½' x 60'	yes	no	no	yes	2,400
Hartford.....	13	22½' x 60'	yes	no	no	yes	2,200

¹ The over-all depth is 115 feet, with a 16-foot platform in front. The building was originally planned with a truck parking space in the rear, 24 feet deep, but most of these spaces have been filled in, and they now form a part of the store.

² Most of the facilities built in this market are owned by the dealers on 99-year leased land. While the units were being paid for, the annual payments ran \$6,600 per year. There are a few rental facilities, 20'x60' with basements, for which the rental is about \$300 per month. Some of the same size without basements rent for about \$225 per month. On these stores there is no rear platform and the front platform is 20 feet deep.

³ These store units have a 20-foot platform in front and none in rear.

⁴ The rental for a first floor and basement only is reported to range from \$400 to \$650 per month.

⁵ These stores have front platforms 20 feet deep but no rear platforms.

⁶ Rentals vary from \$250 to \$450 per month.

⁷ This unit is the same as recommended for Baltimore.

⁸ Rentals vary from \$225 to \$300 per month.

⁹ These units have a 20-foot platform in front and 10-foot platform in rear.

¹⁰ This is original rental. The operating company is a nonprofit corporation and present rentals average between \$1,000 and \$1,100 per year.

¹¹ These units are about the same as recommended for Baltimore.

¹² Not definitely known, but rentals are reported to be about \$2,400 per year.

¹³ Based on study made by U. S. Department of Agriculture.

¹⁴ Based upon actual lease figure.

TABLE 12
ANNUAL COSTS REPORTED BY FRUIT AND VEGETABLE DEALERS
(dollars)

Market	Total Number of Dealers	Annual Rent Produce Space	Annual Rent Office Space	Cartage	Demurrage	Public Cold Storage	Public Garage	Totals
Pennsylvania Produce Terminal ¹	21	3,000	2,600 ²	60,000 ³	25,000	5,000	—	95,600
B. & O. Produce Terminal ⁴	2	1,000	800	—	—	—	1,000	2,800
Marsh Market ⁵	12	4,800 ⁶	4,700	23,000	—	—	—	32,500
Camden Market ⁷	85	195,100 ⁸	—	300,000 ⁹	10,000 ¹⁰	35,000 ¹⁰	15,000	555,100
TOTALS	120	203,900	8,100	383,000 ⁹	35,000	40,000	16,000	686,000

¹ Includes 9 dealers also operating stores in Camden Market, 2 of whom also have space at the B. & O. Produce Terminal.

² Covers reports of 13 dealers.

³ Covers reports of 9 dealers.

⁴ These 2 dealers also operate at the Pennsylvania Produce Terminal and have stores in Camden Market.

⁵ Commission dealers only; 10 dealers located on west side of Market Place included in Camden Market.

⁶ Based on license fees, since no rental is levied by the City.

⁷ Includes 9 dealers who also operate at the Pennsylvania Produce Terminal, 2 of whom also have space at the B. & O. Produce Terminal; 10 dealers located on the west side of Market Place; and 6 consumer-packaging firms located in or near Camden Market.

⁸ Includes estimates for 3 dealers not reporting.

⁹ Incomplete and not including use of dealers' own trucks.

¹⁰ Incomplete reports.

Comparison of Dealers' Costs in Present and New Markets

Rent, like other fixed charges, is an important item in the cost of a dealer's operations. It is not often, however, a major item and an increase in rent would be welcomed by a dealer if, by increasing efficiency, it would be more than offset by reduction of such costs as cartage, portorage, labor, spoilage, and deterioration, among others. In addition to possible savings in a new consolidated market, a dealer, in paying rent, actually would pay a part of the cost of building the market. He thus would build up an equity year by year in the lease he owned. This equity would be an asset just as much as the refrigerators or other special equipment he had installed in his store and could be sold, together with that equipment, at any time. At the end of 30 years, when the market costs had been completely liquidated, the lease would have a considerable cash value as the lessee would have to pay a rental only sufficient to cover taxes and direct operating expenses of the market management.

Fruit and Vegetable Dealers

In considering possible savings in a new consolidated market, it might be well to compare estimated costs of doing business in the new market with actual costs in the present market as reported by a large group, such as the fruit and vegetable dealers, and shown in Table 12.

An important cost factor in the present market, not shown in Table 12, is the cost of labor and overtime payments. Fruit and vegetable dealers employ about 500 laborers, truck drivers, and housemen, and about 430 administrative employees, including the management. In addition a number of people are employed on a temporary or part-time basis. Dealers estimated that only about 25 employees, or 2.7% of their labor force, could be reduced if a new market were built, but they indicated generally that a substantial reduction in labor overtime costs could be effected in new market facilities.

The cartage costs shown in Table 12 include only the cost of hired contract haulers; they do not include the cost of cartage done by the 136 trucks owned and operated by dealers. The cost of operating these trucks, which average 1,000 miles per truck per month, is estimated at 13 to 15 cents per mile.

In the course of interviews with dealers, each was asked what percentage of the volume handled by him had spoiled or deteriorated as a result of extra handling or lack of proper facilities. Dealers reported from a small amount to as much as 2% of their volume spoiled and deteriorated. There are approximately 25,000 cars handled and rehandled in inefficient facilities, where most of the spoilage and deterioration take place. Based on the percentage of spoilage estimated by dealers and studies of spoilage in other inefficient markets, it is reasonable to assume that 1¼% of the total value of these 25,000 cars is lost annually, and that one half of this loss could be eliminated if it were possible for dealers to operate in modern and efficient facilities.

Dealers reported annual losses from pilferage, both from stores and team tracks, amounting to as much as 1% of their total volume. Based on this information and studies made in other markets, it is estimated that the annual loss due to theft would amount to about ½% of the 41,000 carlots of fruits and vegetables handled in the Baltimore market. (Loss by theft of poultry and eggs, as reported, was insignificant.) Since a large proportion of thefts are by employees in the stores, it is estimated that only 20% of this annual loss could be eliminated. In a new market where a larger

TABLE 13

COMPARATIVE COSTS AND POSSIBLE SAVINGS FOR 109 FRUIT AND VEGETABLE DEALERS IN PRESENT AND NEW MARKETS

(dollars)

<i>Item</i>	<i>Estimated Cost in Present Market</i>	<i>Estimated Cost in New Market</i>	<i>Estimated Savings</i>
Rent.....	212,000	391,000	— 179,000
Labor.....	1,560,000 ¹	1,370,000	190,000 ⁵
Cartage.....	360,000	240,000	120,000 ⁶
Spoilage and Deterioration.....	540,000 ²	270,000	270,000 ⁷
Theft.....	350,000 ³	275,000	75,000 ⁸
Breakage.....	175,000 ⁴	—	— ⁹
TOTAL POSSIBLE SAVINGS.....			476,000

¹ Not including labor of owners, salesmen, and other administrative employees numbering 430 people.² Based on 25,000 earlots handled in present inefficient facilities, using 1 $\frac{1}{4}$ % of total value.³ Based on 41,000 earlots handled annually in Baltimore, using $\frac{1}{2}$ % of total value.⁴ Loss through breakage of packages estimated at $\frac{1}{4}$ %.⁵ Assuming elimination of the need for 25 porters hired and a reduction of overtime work amounting to 2 hours per employee per week.⁶ Assuming only 65%, or a total of 3,500 cars which are now hauled from team tracks would be placed at stores in a new market, eliminating cartage costs of \$35 per car.⁷ Assuming that only 50% of present spoilage and deterioration could be eliminated in modern facilities.⁸ Assuming that only 20% of present loss from theft could be eliminated as a result of using modern and efficient facilities.⁹ No estimate of savings as a result of decreased breakage, since the total savings would depend to a large extent upon the efficiency of dealers' operations in new facilities and the use made of modern handling equipment.

proportion of the total cars could be placed at stores, thefts at team tracks could be substantially reduced; mezzanine offices in the stores would bring about reduction in thefts by employees at the store.

Table 13 shows an estimate of the savings which might be realized by these dealers in a modern, efficient market.

Poultry and Egg Dealers

Poultry and egg dealers contend with about the same problems in the present market as the fruit and vegetable dealers. Their costs in present and new markets and their possible savings as shown in Table 14 are estimated only for the 10 dealers for whom space would be provided in the new market.

Other Possible Savings

No estimate has been made of possible savings of the meat dealers who have expressed an interest in moving to the new market. Nor are the savings shown for fruits, vegetables, poultry, and egg dealers intended to cover all of the savings which might

TABLE 14

COMPARATIVE COSTS AND POSSIBLE SAVINGS FOR 10 POULTRY
AND EGG DEALERS IN PRESENT AND NEW MARKETS

(dollars)

<i>Item</i>	<i>Estimated Cost in Present Market</i>	<i>Estimated Cost in New Market</i>	<i>Estimated Savings¹</i>
Rent.....	18,000	25,000	— 7,000
Labor.....	140,000	126,000	14,000 ²
Cartage.....	25,000	15,000	10,000
Spoilage and Deterioration.....	90,000 ³	32,000	58,000
Theft.....	—	—	—
Breakage.....	55,000 ⁴	44,000	11,000 ⁵
TOTAL POSSIBLE SAVINGS.....			86,000

¹ Estimated savings based on studies in other markets and estimates of Baltimore dealers, which indicate that in modern facilities, portorage could be reduced about 50%, hired cartage about 40%, deterioration and spoilage about 50%, and deterioration of eggs about 75%.

² Based on 50% savings in portorage plus some overtime.

³ Based on 1% spoilage and deterioration of poultry and a reduction of one grade in 15% of eggs handled.

⁴ Dealers report some theft of poultry and eggs, but the amount is difficult to determine and probably is very small.

⁵ Estimated that egg breakage in a new market could be reduced by ½%.

be realized by the dealers if they operated in efficient facilities. No allowance has been made for a reduction in the excessive portorage now paid by dealers in servicing buyers' trucks. With platforms at truck-bed height, more space in front of stores, and streets wide enough for trucks to park at right angles to platforms, loading and unloading costs can be held to a minimum. With modern efficient facilities the use of mechanized handling equipment would produce substantial additional savings.

Buyers

Buyers and others who now frequent the Camden and Marsh markets would also realize savings in a new market. Buyers reported that they lost an average of at least 30 minutes on each market trip due to traffic congestion in the present markets. They averaged about 2½ trips per week, which, at 75 minutes per week, would total 65 hours of lost time per year. A buyer and his truck should cost not less than \$2.00 per hour; this would mean that buyers in Baltimore are each paying at least \$130.00 annually in loss of shopping time. Since there are more than 800 buyers who frequent these markets, the total cost of lost time to buyers would be in excess of \$100,000 annually. No estimate has been made for the loss of time and the resulting costs to others who must pass through the congested market area.

TABLE 15
VALUE OF CONCENTRATED AREA OF PRESENT CAMDEN MARKET, 1948 ASSESSMENT
(dollars)

	Area (acres)	Taxable			Tax-Exempt			Total Value		
		Land	Buildings	Total	Land	Buildings	Total	Land	Buildings	Total
Four blocks ¹	7.4	843,000	816,500	1,659,500	69,500	40,000	190,500 ²	912,000	856,500	1,769,000
Closing Camden, Charles, and all interior streets and alleys ³	1.6	—	—	—	140,000	72,500	212,500	110,000	72,500	212,500
Totals	9.0	843,000	816,500	1,659,500	209,500	112,500	321,000	1,052,500	929,000	1,981,500
Less widening of Pratt, Han- over, and Perry ⁴	1.7	—	—	392,500	—	—	—	—	—	392,500
GRAND TOTALS	7.3			1,267,000			321,000			1,589,000

¹ Concentrated area bounded by Pratt, Light, Perry, and Hanover streets.

² Hanover Market.

³ Land estimated at average for area of \$2.85 per sq. ft. plus \$.75.

⁴ Land and buildings estimated at average for area of \$5.50 per sq. ft. (for sidewalks).

City of Baltimore

It has been shown that the City is providing the present wholesale market with a substantial subsidy in the form of the tax-exempt properties of Marsh and Hanover markets as well as streets and sidewalks used almost exclusively for market purposes. It also provides other services, such as street cleaning, street lighting, garbage disposal, and fire and police protection. Although the new market would assume many of these services for itself, the removal of the present markets from the congested center of the City would not relieve the City of all of its present costs in these areas. There would, however, be tangible monetary savings to the City in addition to some relief for the traffic congestion which the Advisory Engineers called "as bad or worse than any section in the city."

The possible savings shown for the 109 fruit and vegetable dealers, the 10 poultry and egg dealers, and an estimated \$45,000 net saving to the City, would total over \$600,000 per year. *If these yearly savings could be put into a separate bank account, they would pay off the entire cost of a new market in less than 8 years.*

Other Uses for Existing Market Areas

If a new consolidated market should be built outside of the congested center of the City, the question immediately arises as to what is to become of the existing market areas. This is a major problem and a vital one affecting the development of a new market. The problem is especially acute in the Camden area where a great deal of the property is owned by dealers in the market. Their fear is that property values would tumble once the prop of the existing market were removed, in that there could be no other use for buildings in that area.

Camden Market

First let us look at the Camden Market area itself. The so-called *concentrated area* consists of the four blocks bounded by Pratt, Light, Perry, and Hanover streets and, for the purposes of this study, includes Hanover Market. This area is within the "blighted area" as defined by the City Planning Commission, not yet hopeless but in a dangerous condition. It is also in the "special problem" downtown area studied by the Advisory Engineers, an area where the income-producing power, and therefore the value of property, has been slowly decreasing over a long period of years. The streets are narrow and congested. The buildings, though solid, are old and not adapted to their present use. Only about 50% of their usable space can be utilized for market purposes. Maintenance, particularly of the unused parts, is poor and further deterioration results.

This is not an extremely low-value section as study of Table 15 will show. Yet this sizable investment must be supported by an industry which needs twice the street area available but can use only half the building space it already has.

It would seem logical, therefore, that the area could perhaps be put to a more profitable use, the character of which would be better suited to the streets and buildings as they now exist. Such a use, for example, might be for light long-term storage. This would not only relieve congestion in the streets but could make full use of all the building space. The area would be particularly well suited to such use, located as it is between Camden Station and the dock section and practically in the center of the commercial trucking industry in Baltimore.

FIGURE 19
POSSIBLE USE OF CAMDEN MARKET "CONCENTRATED AREA"
AS
TRUCKING TERMINAL
IN CONJUNCTION WITH
PROPOSED LIGHT STREET WATERFRONT DEVELOPMENT

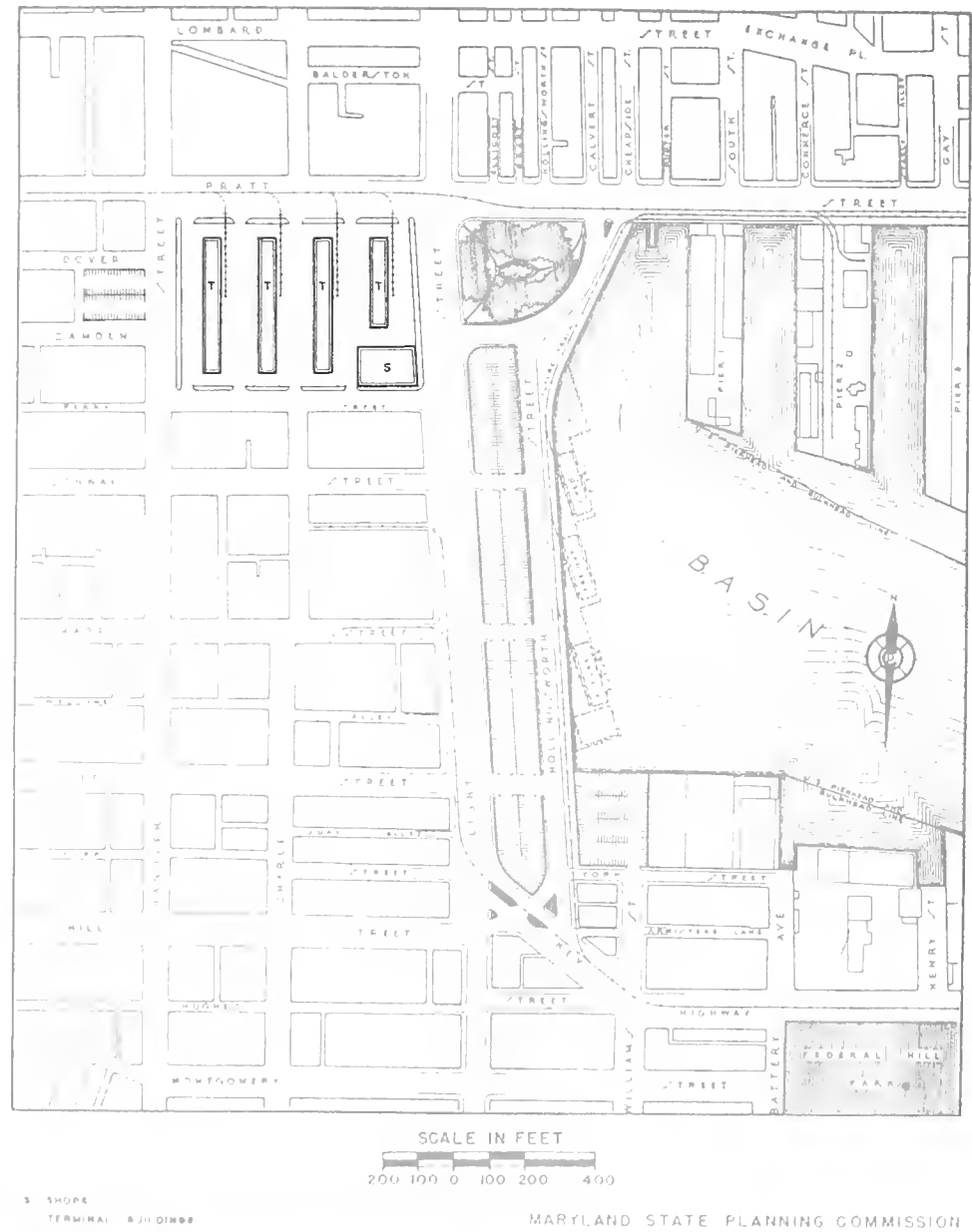


FIGURE 20

POSSIBLE USE OF CAMDEN MARKET "CONCENTRATED AREA"
AS

CONVENTION HALL AND SERVICE BUILDING
IN CONJUNCTION WITH
PROPOSED LIGHT STREET WATERFRONT DEVELOPMENT



The location of this area in the center of the trucking industry suggests the use of the area as a joint trucking terminal. Such a terminal, according to a study made in 1946 by a committee of the Association of Commerce, is badly needed in downtown Baltimore, where, of some 125 trucking firms, only about 20 had what could be considered as adequate terminals. Built in conjunction with the Light Street Waterfront Development, as proposed by the City Planning Commission (February 1947), it would not only meet a pressing need but as shown in Figure 19 would work well with the Waterfront Development. By channelizing and isolating its own traffic, it should help materially in reducing congestion on the streets about it. In addition, it would provide the first step toward the widening of Pratt and Hanover streets, which again would help in reducing congestion.

A third suggestion is that the area, in conjunction with the Waterfront Development, would be a suitable site for certain City or State buildings which would conform to the general character of that part of the City. A convention hall combined with a service building and garage as shown in Figure 20 would have many advantages. Only a few blocks from the main shopping and hotel section, the convention hall would be adjacent to the parking area proposed in the Waterfront Development. The combined development should also encourage improvement of Light Street between Pratt and Redwood. A garage and service building could, like the convention hall, take advantage of the slope from Hanover to Light Street, and service, for heavy freight, by railroad.

Marsh Market

If the Marsh Market were moved, the space now occupied by sheds could be made available for parking space or other use. If this were done the City would probably suffer no loss since the annual revenue from licenses of dealers using these sheds is only \$4,800, which is less than the cost of management and services rendered to the area. There is also the possibility of using this area for the expansion of the wholesale fish market if the industry chooses to remain in this area, or for other civic purposes.

Railroad Produce Terminals

The two railroad companies also would have to consider other uses for their facilities, if the market were consolidated in a new area. Their problems would be essentially the same as those of the dealers owning property in the market areas. However, it would appear that the revenues now received from rental of these facilities could be more than equaled if the facilities were used for some other purpose. It is understood that these railroad companies are looking for more space to handle less-than-carlot and express shipments; the existing facilities are so designed that they could be readily converted to such a use.

The ultimate solution of the problem of these areas, if the existing markets should be moved, is not properly a part of this report. The suggestions given above are suggestions only, and show only a few of the possibilities. But it seems probable that there are other uses for these areas which would be as profitable as their present use, if not more so, and which would be of greater benefit to the City as a whole.

PART V - CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Urgent Need for Improvement

Analysis of the existing wholesale market shows that there is urgent need for improvement of marketing facilities in Baltimore. Under the conditions shown in this report it is manifestly impossible for business to be conducted efficiently in the present market. These conditions have been brought about by forces beyond the control of any individual or group of individuals. Few, if any, of the inefficiencies caused by these conditions could have been avoided or could now be cured by any individual or group of individuals operating in the market. These inefficiencies impose a heavy and unnecessary burden of added costs on the marketing of perishable produce. Unless this burden is removed the result may well be the eventual decline of the wholesale produce market in Baltimore. This would not benefit either dealer, producer, or consumer.

Major Defects

The fundamental defect in the present market is that the market is split into separate segments. This prevents efficient operation of price-making forces, increases the cost of handling produce, and contributes to traffic congestion in the City. Location in areas of acute traffic congestion, obsolete and inefficient facilities, and lack of rail connections to stores are also major defects which add heavily to the unnecessary costs of doing business in the present market.

Interest in Improvement

It is apparent from a study of the report that there is an active and substantial interest in improvement among the various groups now operating in the market. It is also apparent that no program of improvement can be successful unless all groups interested in the market are given equal opportunity to do business in the improved facilities and opportunity to participate in the planning and operation of the market.

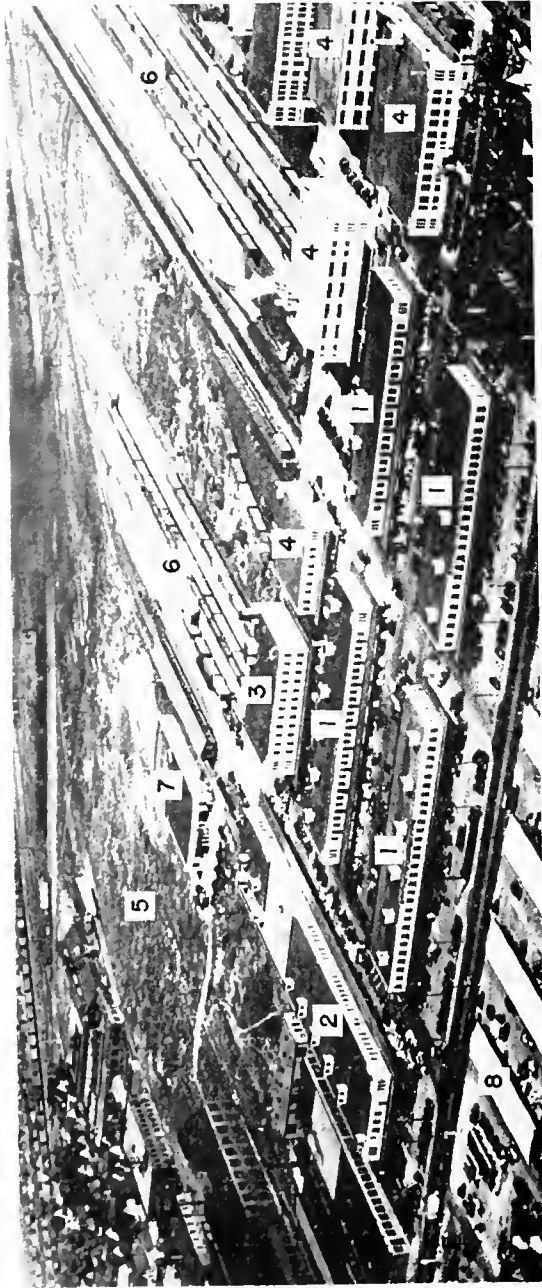
Kind of Improvement Needed

The facts presented in the report show clearly that the fundamental defects of the existing market can be cured only by the consolidation of the four major segments of the market, Marsh Market, Camden Market, B. & O. Produce Terminal, and Pennsylvania Produce Terminal. In order to accomplish this a new consolidated market, as presented in this report, open to all interested groups on an equal basis, should be built outside of the congested high-assessment center of the City. The major produce-carrying railroads should have access to it on equal terms; main highways, expressways, and the major street system of the City should also have easy access to it. The area for such a market should be sufficient not only for present needs but for future expansion as well.

Feasibility of Development

The cost estimates for building and operating a new consolidated wholesale market show that such a project would be financially practicable *without subsidy from City or State*. The interest expressed by various groups in such a market would seem

A MARKET PLANNED FOR MARKET PURPOSES
NIAGARA FRONTIER FOOD TERMINAL
BUFFALO, NEW YORK



LEGEND

- 1-WHOLESALE FRUIT AND VEGETABLE STORES
- 2-WHOLESALE BUTTER, EGG, AND GROCERY STORES
- 3-CHAIN-STORE WAREHOUSES
- 4-WHOLESALE GROCERY HOUSES
- 5-CHEESE WAREHOUSE AND PROCESSING PLANT
(built since photo was taken)
- 6-TEAM-TRACK YARDS
- 7-GARAGE AND SERVICE STATION
- 8-FARMERS' MARKET

to assure the success of such an undertaking if it were properly planned and capably managed. The problem of other uses for existing market areas, while important, does not appear insoluble. Therefore, the development of a new consolidated wholesale market would seem to be entirely feasible and practical.

Organization for Development

The Baltimore wholesale market is important not only to the City but also to the State and to other sections of the Nation. It, therefore, appears logical that a nonprofit public corporation, such as a market authority under State charter, be created as the organization to build and operate the market. Each group interested in the market should be represented in the management in proportion to the size of its interest. Taxes or equivalent should be paid on the same basis as a private corporation.

Aid in Development

Both State and City have a vital interest in the Baltimore wholesale market. The City, moreover, provides a substantial subsidy to the present market through tax-exempt facilities and other services, which, in the new market, would not be the case. Under these circumstances, it would seem only fair and equitable that both City and State provide some help to the market authority in starting the new market.

Recommendations

Legislation by State

Legislation should be enacted creating a nonprofit public corporation under State charter to be known as the Baltimore Wholesale Market Authority. This corporation should have the following rights and privileges:¹

1. to acquire and own property by eminent domain or otherwise;
2. to incur debts, liabilities, or other obligations;
3. to issue bonds to mature not exceeding 40 years from date at an interest rate not exceeding 6%;
4. to build and operate facilities, and to sell or lease land or facilities for market purposes or other purposes reasonably incidental thereto;
5. to employ or discharge, engineering, architectural, legal, or other professional assistance, manager, or other help;
6. to fix and collect charges, rentals, and related fees, and make rules and regulations for conduct of the market;
7. to receive loans or grants of money or other services from City, State, or Federal governments, or other agencies.

The Board of Directors of the Authority should be composed of seven members:

- 1 member representing the State Board of Agriculture, to be designated by the Governor
- 1 member representing the Baltimore City Department of Public Works, to be designated by the Mayor

¹ A draft of suitable legislation for creating this kind of corporation may be found in "Suggested State Post War Legislation, Federal State Programs for 1946-47," developed by the Council of State Governments.

3 members representing wholesale dealers, to be designated by the wholesale produce trade organizations

1 member representing farmers and producers, to be designated by the Maryland Farm Bureau and the Maryland State Grange

1 member representing retail grocers, to be designated by the Independent Retail Grocers and Meat Dealers Association.

Members so designated should be commissioned by the Governor for terms of three years. The five lay members should be engaged in bona fide business in the market at the time of their appointment. The terms of office should be staggered to assure continuity of management.

The bonds issued by the Authority should be negotiable revenue bonds or mortgage bonds and should not constitute an obligation of the State, except that the State, if requested by the Authority, should agree to guarantee or to purchase an amount not to exceed 20% or \$1,000,000 of these bonds, such amount to be subordinate to all other bonds.

Leases for facilities should be held only by those doing a bona fide business in the market. They should include a renewable option and should be fully negotiable with the approval of the Board of Directors. Charges should be sufficient to pay the costs of operating the market, taxes, interest, bond retirement, and such reserves as the Authority may consider necessary; no revenue should be diverted to nonmarket purposes.

Preliminary drafts of all proposed legislation should be submitted to all bureaus, departments, or agencies of City and State involved, for their consideration before submission to the appropriate legislative body.

Aid in Starting the Market

In order to aid the Market Authority in starting the market, the City should lend to the Authority, when it is legally organized, a sum not to exceed \$100,000 at a mutually agreed rate of interest, to be repaid to the City when the bonds of the Authority are sold. This loan would be for the purpose of meeting the initial expenses of developing a plan for the market, such as salaries of director, clerical, professional, or other assistance, options on land, and other expenses.

Engineering, legal, or similar services should be made available to the Authority by both City and State in the initial stages of the market development. Other aid, such as grading or filling of the site selected, drainage structures, or use of City- or State-owned equipment for the purpose, should also be made available.

Development of Plan

As soon as the Market Authority is legally organized it should employ, on a full-time basis, an executive secretary or director, since the members of the Board of Directors will not be able to afford the time to attend to all the details necessary to get the new market under way. Such a director might or might not become the operating manager. Financial or other arrangements with City, State, Federal, or private organizations should be worked out immediately in order to insure the successful financing of the project. The sites mentioned in this report, together with any others offered, should be studied in detail, including their relation to railroad and other services, and purchase or condemnation arranged. Architectural, engineering, legal,

or other necessary professional services should be secured and detailed plans for construction and cost estimates prepared. As soon as all costs can be determined, leases or other agreements should be prepared and signed.

Other Uses for Present Areas

Since this problem concerns both civic and private functions, it is recommended that a committee be organized consisting of the dealers owning property in the present market areas or their representatives, a representative of the Baltimore Association of Commerce, and representatives of the City Planning Commission and of the State Planning Commission. This committee should investigate thoroughly the possibilities for other uses of these areas and prepare recommendations to be presented to all interested parties.

REFERENCES

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